SEPTEMBER 1964

EMPLOYMENT SERVICE REVIEW

Handicapped in Federal Civil Service • Disadvantaged Youth • Employment of Disabled • Handicapped and Employers • Jobs for the Blind • Civil Rights Act

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EMPLOYMENT SERVICE REVIEW

SEPTEMBER 1964

Vol. 1 No. 9

UNITED STATES DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION

BUREAU OF EMPLOYMENT SECURITY – U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

For the heroes live, and the sky is bright,
And the world is a braver world today.

Not just the handicapped, but all the land grieves the passing of one of America's true heroes, Major General Melvin Maas.

Blinded in the service of his country a decade ago, he taught himself a new existence without sight, traveled the world over, and inspired people everywhere about the capacities and abilities of the handicapped. Arthritis crippled his limbs and massive heart attacks limited his mobility; yet his spirit was whole; his spirit was never disabled.

He has shown us how to live in the face of adversity. His courage and conviction have enriched us all. His spirit marches on, in us and in our land.

Lyndon B. Johnson

Drawing: "The Reader's Digest," March 1956

Emerson once said that courage consists in equality to the problem before us.

Having met Jerry Walsh today, I have met an example of that kind of courage.

And I have seen again where the greatness of this land rests. It rests not on our cities or our prairies, or our wealth: it rests on the unconquerable spirit of our people.

The people you honor today—Jerry Walsh and the winners of the "Ability Counts" Contest—stand in the tradition of Mel Maas, who before his death 2 weeks ago had taught us all that personal courage and individual fortitude can turn defeat into victory.

America has always needed that message, but never more than it does today. For our efforts to build a great society in this Nation are being opposed by those who suffer from a handicap not of the body or mind but of the soul. They see America in terms of regions—or classes—or races—not in terms of a people committed to great ends. They see America in terms of static doctrine and staid programs—not in terms of an earth shaking revolution. And they see America as an era unto itself—not as the beginning of a new era for all mankind. Above all they lack an understanding of what America has been. And so they suffer the worst handicap of all—the handicap of too little faith in what America can be.

They oppose the assurance of full and equal rights to all our citizens, thus frustrating the most basic urge in the hearts of men for whom emancipation is still a proclamation and not a fact. They ignore the old and suspect the young. They dismiss the poor by answering, "No, we are not our brother's keeper!" They spread discord and breed distrust—tearing down instead of building up—dividing instead of uniting. And all the while, they are the Nation's worst handicap.

If only these men had known Mel Maas—and if only they could meet Jerry Walsh or Harold Russell—I am sure they would be ashamed by the timidity of their own faith.

You, Mr. Walsh, and you, Mr. Russell, have made us all taller—and prouder—and more courageous, and for that we can only offer our deepest gratitude. You have given new reason—and new resolve—for employers to step up this use of handicapped persons.

Today I have issued instructions to the heads of Federal executive departments and agencies to show the nations what can be done to make fuller use of the abilities of handicapped Americans.

We have made sound progress—and prospects for real progress are bright. We can make this extra effort without creating jobs especially for the handicapped—without impairing the merit system—and without compromising the quality or efficiency of our work force. In fact, I believe we will add to the efficiency of the Government.

I am convinced that it is morally right—socially just—economically sensible—and administratively feasible to open the door of employment opportunity to handicapped but job-qualified Americans. An enlightened government can—and will—lead the way.

I am proud to be here today. But I am especially proud of what you are doing for yourselves—and for your country.

—From a speech before the Annual Meeting of the President's Committee on Employment of the Handicapped, April 30, 1964.

A GIANT Step

LOUIS LEVINE
Director
U.S. Employment Service

Early programs of vocational rehabilitation, consisting of physical restoration, vocational guidance, and placement, demonstrated dramatically over and over again the surprising capacity of the individual to hold a job after having become physically impaired through accident or disease, provided he could be educated or trained to use his remaining faculties.

Growing public awareness of the possibilities of restoring the handicapped to self-respecting self-sufficiency, spurred by a strong sense of obligation to the thousands of disabled veterans after World War II, and combined with advances in medical science and rehabilitation techniques, led to the passage of Public Law 565—the Vocational Rehabilitation Act of 1954.

Although at the time of its enactment Public Law 565 was concerned only with the rehabilitation and employment of the handicapped, we can see now that this law was the forerunner of much broader legislation. The approach to the problems of the handicapped which evolved out of the implementation of this act is now being applied to a broad range of manpower problems in which Government action is needed in order to assure the full development and use of our human resources. Where once the emphasis was solely on manpower utilization for the strengthening of the economy, now we have entered upon an era in which the economy is being directed toward the betterment and enrichment of the lives of our citizens.

Public Law 565 brought into being new concepts and attitudes which are now being applied not only to the handicapped but to all who are occupationally disadvantaged. In this piece of legislation, as in the manpower legislation and programs of the current period, the public Employment Service was given major responsibilities, including the ". . . promotion and development of employment opportunities for handicapped persons and for job counseling and placement of such persons. . . ."

New Meaning of Rehabilitation

The services envisioned in Public Law 565 proved to be harbingers of new dimensions of social legislation which during the past 4 years have become a law of the land.

The Area Redevelopment Act in 1961 directed the Secretary of Labor to determine the occupational training or retraining requirements of depressed areas, and, through the Employment Service, to provide for the orderly selection and referral of those unemployed or underemployed individuals who can reasonably be expected to obtain employment as a result of the skill they will acquire through training.

The Manpower Development and Training Act of 1962 called for the development of broad and diversified training programs designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training.

The Maternal and Child Health and Mental Retardation Planning Amendments, and the Mental Retardation and Community Mental Health Construction Act, of 1963 provide for: (1) State and community action to combat mental retardation, including services in the fields of education, employment, rehabilitation, welfare, health, and the law, and (2) training, not only for the retarded themselves but also for personnel who will provide special services to these handicapped people. The second law also provides for community mental health centers which, among other activities, will serve as a base for aftercare of discharged mental patients. As the community manpower service center, the Employment Service will be taking an active part in carrying out the provisions of these laws.

The Vocational Education Act (December 1963) allotted funds to the States for purposes of providing vocational education to various groups of persons, including those who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational educational program. This act calls for State plans which provide for ". . . entering into cooperative arrangements with the system of public employment offices . . ." for mutual exchange of occupational information, vocational guidance, and placement.

The recently enacted Economic Opportunity Act of 1964 opens a new offensive in a war on poverty. One of the purposes of the act is to ". . . expand the opportunities for constructive work experience and other needed training available to persons who are unable to support or care for themselves or their families." Among other provisions, the act establishes a Neighborhood Youth Corps, a work-training program to be administered by the Department of Labor, which will give thousands of young men and women work experience in vital community activities such as hospitals, libraries, playgrounds, and health agencies performing duties contributing to the public interest. Title II of the act calls for general Community Action Programs to mobilize and utilize public and private resources in the attack on poverty. The Employment Serv-

(Continued on page 17)

Changing Background of Jobs For the Disabled

MARY E. SWITZER

Herein the serious problems involved in employment of the disabled are explored, as well as trends that are shaping new approaches to restoring more handicapped persons to useful, productive work.

Arnold Toynbee looked ahead and observed: "The 20th century will be chiefly remembered . . . as an age in which human society dared to think of the welfare of the whole human race as a practicable objective."

Yes, we have dared to think in those terms. But with only 36 years left in this century in which to move beyond dreaming, many people look at our burgeoning science and technology, compare it with our lagging social attitudes and practices, and wonder whether the human race is losing a contest with itself.

Perhaps Justice Oliver Wendell Holmes, always thinking ahead of his times, put his finger on it: "We need education in the obvious more than investigation of the obscure."

Here is the essence of the problem which Arnold Toynbee's 20th century now faces—whether we will let social progress move at its customary crawl while science leaps farther and farther ahead.

It is not necessarily a matter of choosing between the two, for scientific and social progress can be not only compatible but also mutually supportive. Nor should we undervalue the social progress made. The heart of the problem lies in the fact that we have done a much better job of education in the sciences than we have in "education in the obvious."

The "obvious" today is the fact that we have the ability to cope successfully with most of the serious problems of people—but with machinery which is geared to do only a small part of the job on a sort of demonstration basis. When the American people become educated to the fact that widespread unemployment is not inevitable, that adequate education is attainable and essential for all, that disability is not synonymous with the end of the road, and that decent housing need not be restricted to the well to do, then—and only then—will we begin moving rapidly toward Mr. Toynbee's world.

I say "rapidly" for two reasons: First, because we have made some slow but notable gains in social progress in the last few decades, and second, because the pace of today's progress is still so slow that we are being overrun by the avalanche of technical advances. What seems so little understood is that we have run head on into the effects of the age of automation before we have begun to master the social effects of the industrial age. Thus, despite a steadily mounting gross national product and generally high employment, we face serious unemployment in many localities and regions.

While some unemployment was cushioned by a system of unemployment insurance during the 1963 calendar year, during the first 6 months of 1964, this protection ended for nearly 850,000 whose unemployment benefits were exhausted. On an average, nearly 25 percent of UI beneficiaries exhaust their benefits before they find a new job.

Within the framework of the finest educational system in the world, youngsters are dropping out of elementary and secondary schools at a rate which has alarmed local, State, and national leaders. Slowly, painfully, we are realizing that poverty, conflict, and ignorance at home can triumph over 6 hours a day in a classroom. In an age when the only real future job security is in education and modern job skills, thousands of young people capable of higher education and technical training are not going to college and advanced technical schools because they are too poor.

As this is written, Ranger 7 has landed on target on the moon. In a three-part series commenting on this and the plans for putting men on the moon, Dr. Howard A. Rusk observed in his column in THE NEW YORK TIMES: ". . . one wonders what impact, if any, this significant achievement would have on the ignorant, hungry, poverty-ridden, desperate families in Appalachia, India, or China and all of the other deprived people throughout the world.

"When man is continuously plagued by the enemies of disease, hunger, and ignorance that are controllable and soluble, one cannot help but conjecture what a different place this world would be if the same amount of money, talent, and dedication were focused on their solution."

As a nation of tremendous resources, we face the question of how best to employ them. It is not a question for quiet contemplation for a few years, but for decision and action. It is central to many of our

Mary E. Switzer is Commissioner of Vocational Rehabilitation, U.S. Department of Health, Education, and Welfare.

He makes a capable employee in spite of his handicap.

current major problems. While production of goods and services continues to climb, automated systems and other industrial and service improvements are steadily cutting into manpower needs.

At the same time, demands for job equality and job opportunity for Negroes and other minority groups, reinforced with the Civil Rights Act, are stepping up the requirements for schooling at all educational levels, for technical training, and for job openings. It is difficult to believe that the present drive for better employment opportunities and other advantages for Negroes will be confined to Negroes; with a concurrent national effort to attack poverty wherever it is found, people of all races and backgrounds will expect this country to offer adequate education, jobs, and the other components of a decent life.

To set new machinery in motion in this direction, several new Federal laws have been enacted recently—the National Defense Education Act, the Public Welfare Amendments, the Manpower Development and Training Act, the Vocational Education Act, the Higher Education Facilities Act, the Area Redevelopment Act, the Juvenile Delinquency and Youth Offenses Act, and others.

Awaiting final action of the Congress as this article is written is the Economic Opportunity Act (the proposed antipoverty program). Put over to next year, after extensive hearings, are bills to revise the minimum wage law.

As this is written, a subcommittee in the House of Representatives has begun hearings on amendments to the Vocational Rehabilitation Act, while another subcommittee is holding hearings on amendments governing the Employment Service.

In marshaling the strengths of public resources, it is important that two such basic, well established, and tested programs as the Employment Service and the Vocational Rehabilitation program be recognized, fortified, and exploited fully in the changing days ahead. Both function nationally, both operate as a Federal-State partnership, both are concerned with employment, both are close to the business community in which employment is generated.

The State Employment Services and the Rehabilitation agencies have been living close to the problems of unemployment, poverty, illiteracy and undereducation, industry relocation, the mobility of our population, and the shifting of our labor force.

Most State and local agencies have firsthand experience with the shrinking demand for farm labor and the steadily mounting requirements for well-trained technical and professional manpower.

Both the State Employment Services and the Vocational Rehabilitation agencies are aware of the physically and mentally handicapped people of this country as part of the labor force—both those now successfully at work and those who should be receiving the specialized help they need in order to work. Every day, the professional staffs of both agencies look across the desk or counter at thousands of men and women, unemployed and in need of help, knowing they can help only some.

In both agencies, we are far better equipped with know-how than we were a few years ago. When the present Vocational Rehabilitation Act was passed in 1954, it included a specific amendment to the Wagner-Peyser Act to step up the number of Employment Service counselors who provide selective placement for the handicapped. This has produced re-

Everyone does his full share.

sults. Even more selective placement experts are needed, and this is one of the factors being considered during the current hearings on the Employment Service bill. Another is the need for a research program and for a more organized training program for employment counselors.

These can be vitally important. We have learned this in our own experience. When our professional training program was authorized in 1954, only 12 rehabilitation counselors were completing their graduate degree programs each year. This year the number was nearly 400. In other related professions—physicians in physical medicine and rehabilitation, physical therapists, occupational therapists, prosthetics experts, social workers, and others—the supply of trained personnel has grown markedly since the advent of the training grant program.

Because of the rehabilitation research program initiated 9 years ago, this Nation's capacity to cope with disability and restore ever larger numbers of disabled people to activity and useful work has been tremendously strengthened. While a large part of this important research has been of a laboratory or other technical nature, much of it has been directed straight to the problems of work evaluation, retraining, and employment. One project, for example, produced the first orderly and systematic set of procedures for evaluating older disabled persons in terms of employability. Through a series of demonstration projects, the system has been introduced to many other service programs in the country.

Another project completed a comprehensive study of employed deaf persons, to learn the fields in which the deaf have competed successfully for jobs and to learn why they have been unable to penetrate other job fields. This will have a profound and prolonged effect on counseling and training of deaf persons in coming years.

In a current project, the paraplegic populations of three States are being studied in depth to learn their sources of income, whether they have received the rehabilitation services they need, extent of their education and job training, and the type and volume of services needed now. From this base, an organized national effort can be mounted to deal with paraplegia in this country in a comprehensive and constructive way.

Altogether, more than 800 projects covering a great variety of investigation and demonstration have been carried on. This investment in the future is one of the soundest enterprises the Federal Government has ever undertaken on behalf of disabled Americans.

The goal of research is a better product—in this case, better service and more services for larger numbers of disabled people. We believe it will bring to the Employment Service offices disabled men and women who are much better prepared for employment and thus more in demand in the job market. We believe it will provide everyone involved with a much better understanding of the complicating effects on a human being when he has suffered the impact of a severely disabling injury or illness.

We need this and much, much more to be ready for the period of change ahead of us. Both the Employment Service and the Rehabilitation agencies need to be well out in front of these economic and social changes. The future of more than 2½ million disabled people—those who could be rehabilitated and employed if our joint resources were equal to the job—is at stake. In sight is a rehabilitation program big enough to halt the accumulation of more backlog and to begin to reduce it. In the shaping of a new approach to massive new national problems, these people's urgent need must be kept squarely in the center of our national conscience and our national programing.

The State Employment Services and the Rehabilitation agencies have pushed forward together in this special field with demonstrated success for many years. It is encouraging to recognize that this experience and this cooperation are part of our strength as we prepare for the great strides we must take in the next few years.

It took nearly a year to place Mr. I., a 52-year-old rheumatoid arthritic bookkeeper with extreme curvature of the spine. Mr. I. had completed training as a bookkeeper under DVR services but, regardless of his capabilities, his stopped and frail appearance got him only countless rejections when he applied for work. He had been unemployed several years when he contacted the ES specialist in Salt Lake City. Fortunately, he was still highly motivated and had not lost hope.

After numerous job development contacts, the ES specialist placed him as an electronic assembler. After a year in this job, the company had a drastic cutback, and Mr. I. was reduced to a partial and on-call basis. The manager of the company called the Employment Service, expressing his great admiration and concern for Mr. I. and highly recommending him for other employment. It took another several months, but the experience and recommendation were important factors in placing him as a bookkeeper and inventory clerk with another company, where he has now performed successfully for 8 months.

According to this employer's evaluation of Mr. I., it is unlikely that he will need the services of the ES specialist again.

At the White House, John W. Macy, Jr., Chairman of the U.S. Civil Service Commission, presents to President Johnson a report on progress that has been made in the Federal Government's program for extending employment opportunities to mentally retarded citizens who are fully qualified to perform specific jobs.

Charles A. Peters, a totally blind packer at the Memphis Air Depot, matches buttons and washers (components to snap fastener assembly) by touch and places them in packing envelopes.

Equal Opportunity fo the Federa

The Federal Government sets an example for the Nation's employers by providing equal opportunity for the handicapped in civil service jobs, and by proving that physical and mental handicaps are not necessarily vocational ones.

The Civil Service Commission believes that the Federal Government, as the Nation's largest employer, has an obligation to set an example to other employers in providing equality of employment opportunity to all qualified citizens.

The principle of equality of opportunity is firmly rooted in the civil service merit system that was established by Congress 81 years ago. Under the terms of the Civil Service Act of 1883, competition for Federal employment is open to all citizens. But it is one thing to establish a principle, and it is quite another to make it effective in practice.

The program to provide true equality of opportunity for the physically handicapped actually had its beginnings some 20 years ago, during World War II. At

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John W. Macy, Jr., is Chairman of the U.S. Civil Service Commission.

Dr. Richard Fitzpatrick, who is totally bound to his wheelchair because of muscular dystrophy, is a high-level employee of the U.S. Information Agency and an active college professor.

Mrs. Evelyn Taylor, a secretary-stenographer on the staff of the President's Committee on Employment of the Handicapped, demonstrates to Secretary of Labor Willard Wirtz the operation of the electronically controlled doors and sloping ramp which have been installed at one entrance to the Labor Department building.

the Handicapped in Civil Service

JOHN W. MACY, JR.

that time, however, the concern was not chiefly with ethical or humanitarian principles, but with the desperate civilian manpower shortage which forced the agencies of Government to hire anybody and everybody who could do the necessary work. It soon became obvious that the previous high physical-ability standards for Federal employment were unrealistic and in many cases absurd.

The 165,000 physically handicapped Government workers of World War II demonstrated conclusively that a physical handicap is not necessarily a vocational handicap. They produced as much as their nonhandicapped coworkers, and sometimes more. Seldom absent, they were not inclined to go job hopping and they seemed to thrive on hard work. Many Federal administrators and personnel officers found that a handicapped employee properly placed was not handicapped at all.

In order to capitalize on this experience, and to provide specific guidelines for employment of the handicapped, the Civil Service Commission undertook an exhaustive survey of the actual physical requirements of Federal jobs. This survey was made by medical officers of the Commission who examined thousands of jobs at the worksite to determine exactly what physical abilities were actually needed in each job. This enabled the Commission to establish truly realistic minimum standards for spe-

Earl L. Walters lost his right arm in the Battle of Anzio Beach during World War II. He studied industrial engineering for 2 years at the University of Tulsa in Oklahoma and is now employed as a billeting clerk at Brooks Air Force Base in San Antonio, Tex.

cific jobs in place of the prewar "practically perfect" physical requirement which had been generally applied without regard to the work to be done. Some 15,000 different types of Government jobs have been examined in this way.

In 1948, Congress amended the Civil Service Act to prohibit discrimination against any applicant or employee on account of a physical handicap, provided that he could do the work efficiently and without hazard to himself or others.

But something else remained to be done before we could really provide equal opportunity for the handicapped. Some were still prevented from taking civil service examinations, not by any arbitrary rules or intentional discrimination, but simply by their own physical handicaps. The Commission, therefore, undertook the modification of many of its standard competitive tests to meet those cases in which a certain kind of physical disability would prevent a competitor from demonstrating his real competence to do the job.

It is important to understand that these modified tests are not *easier* tests. They are changed simply to make them fair to all competitors. Under the Civil Service merit system, we are seeking the best qualified person for each job. The handicapped applicant must qualify according to exactly the same standards of training, ability, and performance that the nonhandicapped must meet. However, if the regular test requires the use of some faculty that the job itself does not require, we eliminate the use of that faculty from the test for the handicapped. A very simple example is the typing test. All competitors are rated on the same scale of speed and accuracy, but blind competitors are given dictating-machine records to type from in place of printed copy. Conversely, deaf competitors are given written rather than oral instructions. We have made many modifications of this kind, some of them highly ingenious.

We Inauguarate a New System

Seven years ago we inaugurated the most effective phase of the Government program for hiring the handicapped. Since selective placement plays such a vital part in the success of this program, we became convinced that personal attention to the process of matching men and jobs was needed on a much broader scale than the Civil Service Commission alone could provide. For this purpose the *Coordinator* system was devised, and it is now the backbone of our program.

The plan provides for the designation of a responsible official in each Government department or agency and in each major organizational subdivision of an agency, including field installations having appointing authority, to act as coordinator for employment of the handicapped. He operates as a middleman between the handicapped applicant and the possible job. It is his responsibility to know what jobs in his agency can be performed efficiently by persons with certain kinds of handicaps, to convince supervisors of the merits of hiring the handicapped, and to see to it that a handicapped applicant or employee who is qualified for a job really gets full and fair consideration.

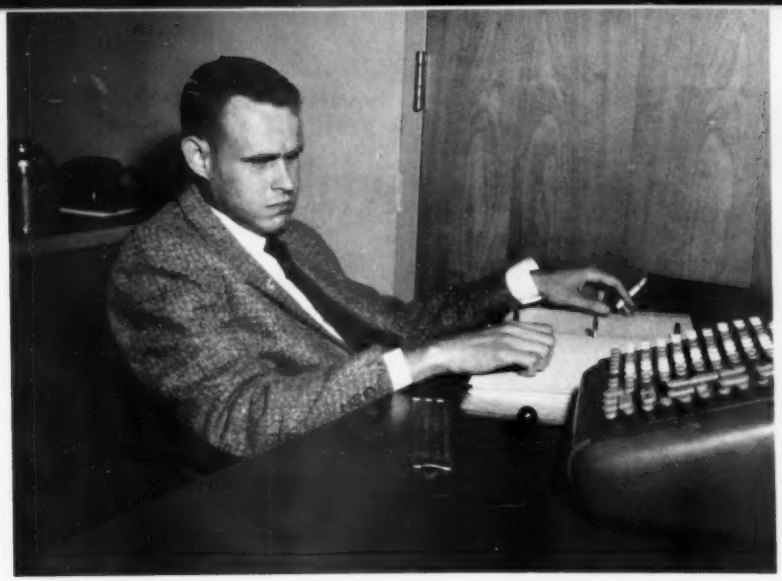
The coordinator also works with others in the community—in other Government agencies, industry, institutions, and organizations for the handicapped. Thus, if he is unable to place in his own agency a handicapped applicant whose ability has been proved under exacting Civil Service standards, the coordinator is frequently able to arrange a suitable placement with some other employer. His primary task, however, is to overcome prejudice and ignorance in his own agency and to give the personal, individual attention that is required for matching men and jobs.

Judged on Total Capacities

Selective placement techniques judge a candidate for a job on the basis of his total capacities, including his experience, training, aptitudes, skills, and physical qualifications. The matching of abilities with actual job requirements is a basic aspect of placement applied to the selection and assignment of *all* employees. Placement of the physically handicapped differs only slightly in this respect. It does require, however, a more detailed knowledge of the physical demands of the job and a closer examination of the candidate's capacities. Without this kind of personal attention, we could not honestly say we were providing equal employment opportunity. This is the need that the coordinators are now filling.

We have statistics to show how well they are filling it. In 1957, when the coordinator program began, only 6 out of every 1,000 persons hired by the Government were handicapped. By 1961, when there were 2,500 coordinators (in addition to the 35,000 postmasters who are also designated as coordinators), the proportion had risen to 15 handicapped out of every 1,000 appointed. Last year, with 3,500 coordinators serving, the handicapped accounted for 18 of every 1,000 appointed. In 6 years we have tripled the percentage of handicapped persons hired, and the record is still improving.

Proper placement means that the handicapped worker is not *occupationally* handicapped. Studies made



Both these men are employed at the White Sands Missile Range in New Mexico. Above, James P. Robinson, a blind mathematician, works with a calculator and Braille equipment. Below, Emilo Alejo, a paraplegic, repairs an electrical motor.

by the Commission show conclusively that handicapped employees, appropriately placed—

- perform as well as or better than nonhandicapped workers, in both quality and quantity of production;
- have a much lower rate of turnover;
- have fewer lost-time accidents; and
- compare favorably with the nonhandicapped in absentee records.

Our next significant advance, following establishment of the coordinator program, began in 1961 when we tackled in earnest the matter of employing the skilled person who has been restored to health after suffering mental illness. Actually, such persons are no more "handicapped" than those who have recovered from tuberculosis, or heart disease, or any other curable illness. Their handicap is chiefly in the attitudes of prospective employers.

Employer Skepticism

The problem of overcoming the skepticism of employers as to what the handicapped can really do on the job is a continuing one. To help meet this problem, the Civil Service Commission in 1962 authorized Federal agencies to employ qualified handicapped persons—including the mentally restored—on a 700-hour temporary trial basis. This procedure overcomes the element of risk envisioned by many appointing officers. If the employee fails to make the grade, he can be released without fanfare or humiliation at the expiration of his temporary appointment. If he does measure up and meets the competitive standards, he can be retained under a more permanent type of appointment.

The newest phase of the Government's program for employment of the handicapped is a real innovation: Employment of mentally retarded workers. Following the policy directed by the late President Kennedy and continued by President Johnson, this effort got under way in Federal agencies in January of this year. At that time, agencies were authorized

Mrs. Mary Brown has over 20 years of Federal service. Now with the Federal Aviation Agency, she is believed to be the only blind stenographer in the Federal Government. She takes shorthand in Braille at over 80 words a minute, reads the tapes with her fingers, and then types the remembered words at a rapid rate.

to make special agreements with the Civil Service Commission under which they could hire, for useful and necessary work, mentally retarded persons who have been certified by State vocational rehabilitation authorities as able to perform the full duties of the jobs for which they are selected.

Twenty-seven Federal agencies have made such agreements with the Commission, and 21 (of which the Department of Labor is one) have already made one or more appointments. The appointments are excepted from the competitive career service.

In most cases, of course, the jobs filled by the mentally retarded are fairly simple, repetitive jobs, which are well within the range of their capacity. Typical examples are farm laborer, laundry worker, machine operator, housekeeping aid, mail handler, messenger, mailroom clerk, and supply room clerk. These are the very kinds of jobs in which turnover is normally heaviest, and therein lies the greatest advantage to the Government in employment of the retarded. The qualified mentally retarded worker has a high degree of stability, and can be a better employment risk than many other workers who are drifters, have poor work habits, or lack training.

On June 15, we were able to report to President Johnson that 92 fully qualified mentally retarded workers have been hired so far under this program, and that the employing agencies' experience with these workers has been good. We believe that the quality of placements is more important than sheer numbers. Our goal for the Federal service is placements that will be long-run successes and that will help break down prejudice and improve employment opportunities for retarded persons everywhere. We emphasize careful matching of people and jobs, so that each appointee will perform with credit to himself and with satisfaction to his employer.

In this respect, the new undertaking is essentially an extension of the program we have already developed for selective placement of the physically handicapped and those who have recovered from physical or mental illness. The unity of the whole program is clearly indicated by President Johnson's message of April 30, 1964, to department and agency heads, in which he said:

This Government as an employer intends to show the Nation what can be done to make fuller use of the abilities of handicapped persons—with mutual benefit to those persons, the agencies that employ them, and the public. The handicapped include—

- *the qualified mentally retarded, who can perform well some of the simpler tasks that must be done in any large organization;*
- *the mentally restored; whose only handicap is that they once were ill;*
- *the physically impaired, who are not thereby occupationally disabled.*

We intend to do this without creating extra jobs especially for the handicapped; without scuttling the merit system; without compromising the quality or efficiency of our work force or your ability to achieve your missions. . . .

Let us open the door of employment opportunity to handicapped but qualified persons.

Equality of employment opportunity: That is what the handicapped want, and that is what we want them to have. One highly successful Federal employee, a blind attorney, has put it this way:

"A person with a handicap wants only the chance to do a job. If he can't do the job, you fire him; but he needs the chance."

We are proud of the thousands of people in the Federal service who have been given that chance and have proved that they can do the job. We are proud of the progress that is being made in extending that chance to increasing numbers of people. And we are especially proud that we do not have to justify the program on ethical grounds alone.

Just as the Government's hire-the-handicapped program was in the public interest 20 years ago when critical manpower shortages were created by wartime demands, so it is in the public interest now when we face continuing manpower shortages in critical occupations, created by technological and social change. We have learned that, beyond any question, "it is good business to hire the handicapped"; and we know that the contribution handicapped citizens can make to our national productivity is something this Nation cannot afford to waste.

Employment Service Implications of the Civil Rights Act

"The Employment Service has a high privilege and challenge to participate in social change, especially when the task of finding and holding a job is so basic to the enjoyment of civil rights."

Dramatic significance was added to these words, delivered by Louis Levine to last year's Minority Groups Representatives Conference in Los Angeles, when President Johnson signed the Civil Rights Act of 1964 on July 2. As the key manpower service agency in nearly 2,000 communities throughout the Nation, the Employment Service has the responsibility to work to make possible the economic advancement so necessary to the enjoyment of civil and political rights. Titles VI and VII of the act bear directly on the operations of the Employment Service.

Title VI—Nondiscrimination in Federally Assisted Programs.—Title VI provides that "No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

Existing U.S. Employment Service policy, which prohibits discrimination against any person on the basis of his race, creed, color, or national origin, is already consistent with this provision. In fact, Employment Service policy goes farther, since it prohibits discrimination on the basis of creed as well. Thus, rather than establishing a new policy for the Employment Service, title VI gives greater impetus to the Employment Service obligation and determination to promote equal employment opportunity and to remove any vestiges of discrimination in the conduct of its operations. Each interviewer, each counselor, and each local office manager has personal responsibility for achieving compliance with title VI by treating each applicant as an individual, and by consciously striving to prevent bias and stereotypes from clouding his judgment in classifying and referring applicants or in providing them with any service required.

Title VII—Equal Employment Opportunity.—Title VII states that discrimination against any individual because of his race, color, religion, sex, or national origin by most employers and labor organizations and all employment agencies is an unlawful employment practice. The major section applying to public employment service agencies provides that:

"It shall be an unlawful employment practice for an employment agency to fail or refuse to refer for employment, or otherwise to discriminate against, any individual because of his race, color, religion, sex, or national origin, or to classify or refer for employment any individual on the basis of his race, color, religion, sex, or national origin."

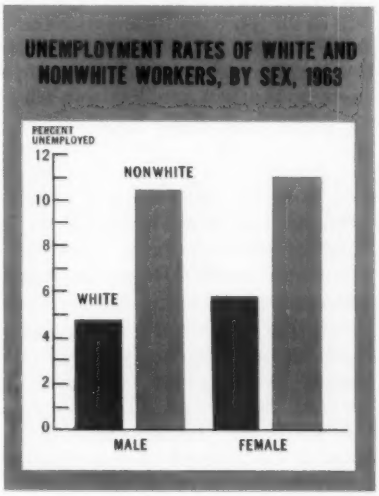
"The United States Employment Service and the system of State and local employment services receiving Federal assistance are specifically included within the meaning of the term "employment agency."

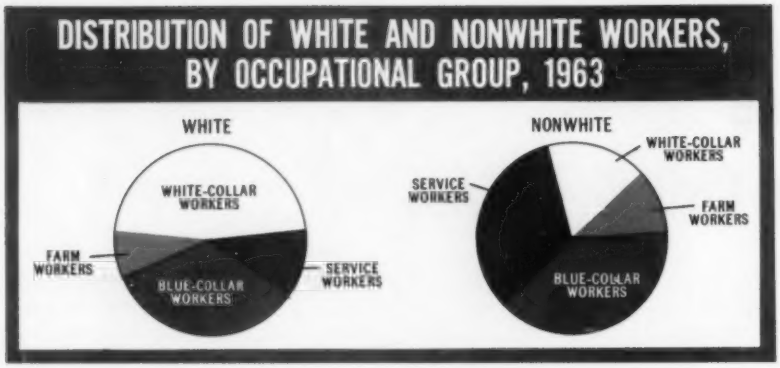
Current Employment Service policy is in line with these requirements, except that it contains no ban against referrals on orders specifying sex. However, it is the policy of the Employment Service to promote employment opportunity for applicants of both sexes on the basis of skills, abilities, and job qualifications, and to encourage acceptance and use by employers of hiring specifications based exclusively upon job performance factors.

This title also prohibits discriminatory employment practices by employers and labor organizations. Employers are not only barred from discrimination in hiring, compensating, and discharging individuals, and in setting terms and privileges of employment, but they are also required not to limit, segregate, or classify employees in any way that would deprive an individual of employment opportunities or otherwise adversely affect his status as an employee, because of the individual's race, color, religion, sex, or national origin.

Labor organizations may not limit, segregate, or classify their memberships, or classify or fail to refer for employment any individual, in any way that would deprive him of employment opportunities because of his race, color, religion, sex, or national origin. There is an express prohibition against discrimination in apprenticeship and other training programs.

These provisions of title VII do not become effective until July 2, 1965, and will not reach their full coverage until 3 years thereafter.





Modifications in Bureau policies and procedures may have to be made to bring them into certain provisions of the Act relating to such things as advertising, services to Indians living on or near reservations, and orders specifying religion, sex, or national origin, when such specifications are bona fide occupational qualifications reasonably necessary to normal operation of a particular business. Furthermore, since Employment Service agencies may be required to make and keep records relevant to the determination of whether unlawful employment practices have been or are being committed, and to make reports therefrom, a modification may have to be made in the present policy which bans any designation of race, creed, color, or national origin on any office record.

The changes in the Employment Service program of services to minority groups resulting from title VII will be far more significant than these few changes in policies and procedures. The force of law now supports established Employment Service policy to promote equal employment opportunity. No longer must the Employment Service rely on its own power of persuasion to induce employers to accept referrals on a nondiscriminatory basis; most employers are under a legal obligation and requirement not to discriminate. Employers who wish to discriminate in hiring have frequently done so by dealing with private employment agencies that would fill discriminatory job orders. The act should bring about a curtailment of this practice because private agencies are barred from making discriminatory referrals.

Hence, the Employment Service is presented with a magnificent opportunity to take advantage of a labor market in which many more jobs will be available to minority group members. Positive action is called for to reach minority group communities, to recruit applicants, and to undertake extensive job development for them. Employers must be shown that the Employment Service can be relied upon to supply them with workers without regard to race, color, religion, sex, or national origin; and applicants must be shown that they will be classified and referred on the basis of their qualifications alone.

Enforcement of Title VII

Title VII creates an Equal Employment Opportunity Commission with power to receive, investigate, and, if substantiated, attempt to resolve complaints of discrimination in employment. Where State or local fair employment authorities exist, they must first have a chance to investigate and resolve the matter complained of. Members of the Commission may also file charges. For the purpose of examination, the Commission is granted access to and the right to copy any evidence of any person being investigated or proceeded against that relates to unlawful practices.

The Commission may furnish technical assistance to persons subject to title VII; may make technical studies appropriate to effectuating title VII; may prescribe records to be kept and reports to be made by employers, employment agencies, and labor organizations relevant to determinations of unlawful employment practices; and may refer matters to the Attorney General with recommendations for intervention in a civil action brought by an aggrieved party or for institution of a civil action.

If the Commission is unable to bring about a resolution of the discriminatory practice alleged in the charge and found to be substantiated, the complainant may take his case to the Federal courts. If the court finds the complainant's charge is true and that an employer, employment agency, or labor organization is intentionally engaged in an unlawful employment practice, the court may order appropriate affirmative actions such as reinstatement, hiring, or payment of backpay.

The Attorney General is given power to bring a civil action when he has reasonable cause to believe that any person or group of persons is engaged in a pattern or practice of resistance to full enjoyment of any of the rights secured by title VII, and that the pattern or practice is of such a nature and is intended to deny full exercise of the rights described in this title.

What Title VII Does Not Provide

The controversy which arose while the Civil Rights Act was before Congress may have resulted in creating false impressions as to some of the requirements of title VII. In order to eliminate such misconceptions and to clarify the scope of the coverage of title VII, the following comments concerning certain actions which are specifically exempted by it are listed.

1. Nothing in title VII requires any employer, employment agency, labor organization, or joint labor-management committee to grant preferential treatment to any individual or to any group because of the race, color, religion, sex or national origin of such individual or group. It is specifically stated that no form of quota system is established.

2. It is not an unlawful employment practice for an employer to give and act upon the results of any professionally developed ability test, provided that such test, its administration, action upon the results are not designed, intended, or used to discriminate because of race, color, religion, sex, or national origin.

3. It is not an unlawful employment practice for an employer to apply different standards of compensation, or different terms, conditions, or priviliges of employment pursuant to a bona fide seniority or merit system, or a system which measures earnings by quantity or quality of production, or to employees who work in different locations, provided that such differences are not the result of an intention to discriminate because of race, color, religion, sex, or national origin.

4. Where religion, sex, or national origin is a bona fide occupational qualification reasonably necessary to the normal operations of a business, hiring, classifying, and referring persons on the basis of their religion, sex, or national origin is not prohibited.

5. It is not an unlawful employment practice for a school, college, university, or other educational institution to hire and employ persons of a particular religion, if such institution of learning is, in whole or in substantial part, owned, supported, controlled, or managed by a particular religion or religious corporation, association, or society, or if the curriculum is directed toward the propagation of a particular religion.

Sergius' Iron Hand

Mr. P. Hoeg Albrethsen is executive manager of the Society and Home for Cripples in Copenhagen, Denmark. He is also a student of Latin and ancient Roman history. This explains his penetrating investigation into the curious figure found on a small silver coin—more than 2,000 years old—which is displayed in the Royal Collection of Coins and Medals in Copenhagen's National Museum.

Despite the age of the coin, it remains in a striking state of preservation. It shows a horseman dashing forward in the full equipment and uniform of a Roman commander. In his left hand he swings a sword and the severed head of an enemy. Mr. Albrethsen proclaims this ancient illustration the oldest picture of a man mentioned by name who was known to have worn a prosthesis—an artificial hand. The warrior's name is Marcus Sergius Silus.

The Roman historian Plinius relates that Sergius lost his right hand in a campaign against the Celts in North Italy in the year 218 B.C. In substitution for this loss "he had a right hand of iron made, fixed it to his arm, and fought with it. As an invalid—accompanied only by a single batman—he later on served in many wars."

Marcus Sergius Silus is of more intimate interest because he was the first champion to demonstrate that in employment "Ability, Not Disability, Counts." One might say that he comprised a one-man Roman Senators' Committee on Employment of the Handicapped.

It seems, according to historian Plinius, that Sergius was appointed Quaestor and Praetor—high-ranking government posts—which aroused a bit of jealousy among a band of lesser bureaucrats. These antagonists pointed to his disability and complained that he was unable to perform properly the clerical functions of his office. As any good Roman worth his marbles, Sergius took to the Forum and defended his position in a dramatic speech.

His speech is probably the first public defense of employment of the handicapped and the soundness of selective placement. He told the partisan crowd that an invalid should not be prevented from doing a task only because of a physical handicap—so long as the handicap does not prevent him from performing the assigned task. The crowd was convinced and they all returned to the circus confident that their government was in good hands, even if one of them was iron. Plinius sums up the narrative with these words: "By his speech Sergius even overcame his misfortune." Freely translated, we echo this observation when we say that a disabled person is not handicapped on the job when suitably placed.

Promotion for Selective Placement of the Handicapped

MARY JESS LANKFORD

In Arkansas, the Selective Placement Division of the Little Rock Metropolitan Office has been most interested and helpful in the placement of severely disabled persons.

On October 11, 1963, during National Employ the Handicapped Week, the Selective Placement Interviewer of the Little Rock Metropolitan Office selected several handicapped applicants who had been referred and hired by employers in the Little Rock area. During a noon television show known as "Take a Break," the Selective Placement Interviewer appeared with the applicants to be interviewed by the women's director for KATV.

The program publicized the abilities of the handicapped and gave an insight into the case histories of the handicapped persons who appeared.

Mrs. June S., mother of two children, ages 9 and 11, is paralyzed from the waist down because of an accident that occurred at the age of 6.

With little work history, June had been referred by the local office to the Vocational Rehabilitation Counselor for training. She was enrolled in a general clerical course at the Arkansas Rehabilitation Center. Although confined to a wheelchair, her training and rehabilitation have equipped her with the necessary knowledge to become employable. At present, she is a PBX operator for the Pulaski County Medical Society in Little Rock.

Miss Linda S., a polio victim since the age of 10, is self-sustaining and well adjusted to her handicap. She works at the University of Arkansas Medical Center in medical transcription. Her supervisor rates her work as excellent.

Linda and June share an apartment in Little Rock. Though she is confined to a wheelchair, Linda can readily get in and out of a taxicab as well as into an office building.

Miss Margaret B., a small blond, stricken with polio at the age of 6, has unfaltering faith in her ability. She is a correspondence course graduate in bookkeeping from the University of Arkansas. As she needed further training, she was referred to the Arkansas Rehabilitation Center, and completed additional bookkeeping and drafting courses.

Following her interview on TV during NEPH Week, she was placed at a local department store. She entered accounting school in July and is continuing her education.

John D. has a 3-year college educational background. His decision to study agriculture was the result of an accident when he was a child. His right hand was mangled in farm machinery and was amputated when he was 6 years of age. Nevertheless, he acquired an education and worked in eastern Arkansas for the State Extension Service.

With a genuine interest in people and travel, plus a willingness to relocate, John believes he has the assets necessary for holding his position with a national insurance company.

These successful placements by a local office interviewer once again prove that "Ability, Not Disability, Counts."

The cast of the NEPH Week "Take a Break" television show. Left to right (back row): Barbara McHenry, KATV Women's Director; John D.; and Margaret Z. Thompson, ES Selective Placement interviewer. Front row: June S., Linda S., and Margaret B.

Mary Jess Lankford is Handicapped Placement Technician in the Arkansas Employment Security Division.

Handicapped? They Think Not

Lester W.

James M. and his wife are both deaf and mute. But this is not a tragedy to either of them. They have their baby (who is not afflicted) and Jim has a good job with the Lipshaw Manufacturing Co. He knows that his handicap is simply that . . . a handicap . . . and not an impediment to his working, not so long as there are men around who realize that it is ability that really counts.

"It's ABILITY That Counts!" is not simply a slogan to his employer, Mr. Lipshaw. It is not a clarion call to conscience or sentiment. As an astute businessman who began his laboratory equipment company in Detroit shortly after World War II, he believes firmly that productivity and reliability are not inhibited by a disability. Many of his employees are physically restricted, but this has not impaired their production and skill in the least.

The company produces equipment for pathological laboratories: Cabinets, tables, surgical instruments, and microtomes used to slice tissue for microscopic examination. Work is steady, conditions are pleasant, and everyone is treated equally.

A case in point is James F. He uses a cane now, but when he came to the company several years ago, he wore braces on both legs . . . the result of paralytic polio. However, braces and a cane did not stop him from becoming a plant supervisor. When asked if his handicap impedes him, he says, "You can't let it . . ." It is a foolish question at that, considering the facile way he conducts tours through the plant. "And you don't ask for special treatment either," he continues. "When somebody expects special treatment, I tell him: when I get it, then you can complain!" And no one does.

In one area of the plant, three men work at their surface grinders. Lester W. is a double amputee. Edward D. and Paul S. each has lost one leg and Edward also has lost an eye. They have to be pointed out before anyone knows they are "handicapped."

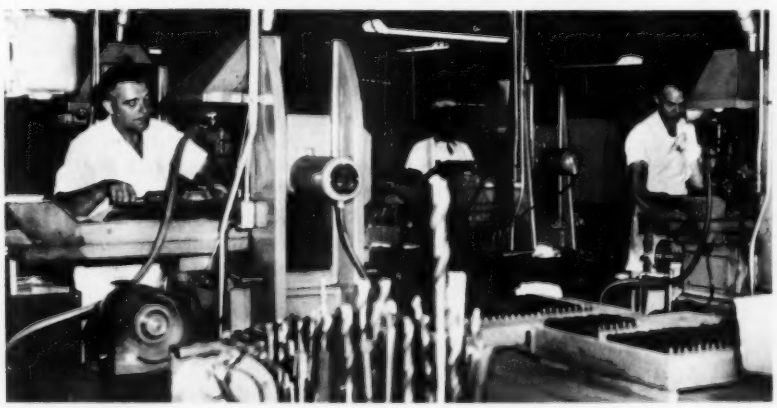
But not all handicaps are of the obvious kind. James A., for instance, has worked for this company for 9 years. He says he has a heart condition . . . just enough to take care of. His job is to turn out microtomes. He has a pleasant, lively sense of humor, combined with a strong sense of responsibility. It is a pleasure to talk to him.

In the entrance hall of this company hangs a citation from the President's Committee for Employment of the Handicapped. More understanding employers like this one would ease the employment problems of the handicapped.

James F. (left) and James A.

James M.

Left to right: Paul S., Lester W., and Edward D.



IT'S A GOOD BET TO HIRE A VET

New London Mayor Martin signs the proclamation designating "Hire a Veteran Week." Left to right: R. H. Goss, DAV; P. Testagrossa, VFW; the Mayor; A. Severini, American Legion; and George Ambulos, local VER.

WILLIAM F. HILL

Through the years since World War II, the veteran has been the backbone of the labor force. With his military experience behind him and his abilities increased by the educational or vocational training benefits of the GI bill, the veteran has been sought after by employers.

Today vast changes are taking place in our economy. Many industries are seeking and finding more favorable areas for their operations, leaving thousands of employees behind them. Many other employers have had to curtail or consolidate their operations in order to meet increasing competition, both domestic and foreign; still others have had to shut down altogether. Automation also has contributed to the ranks of the unemployed. Although technology has created new jobs, many of these are of a technical nature and cannot always be filled by those displaced. Veterans form a large part of these newly unemployed workers.

At this time, the average unemployed veteran is finding it difficult to find work. He is no longer a prime referral. His receding hairline and the fact that he can no longer get into his uniform are mute evidence that he is growing older, and older workers generally are not sought after by employers.

The veteran's education and training, excellent when he acquired them 15 to 20 years ago, have become passé. His skills and trades have, in too many cases, become obsolete, and he is now facing increasing competition for the fewer unskilled and semiskilled jobs available. He is also competing with younger men and women, the results of the "baby boom" of the postwar era, who are now entering the labor market in great numbers.

Since Connecticut is a small State with a heavy concentration of industry, it is quick to reflect economic trends.

The State Veterans Employment Representative was deeply concerned over the situation and felt something should be done if the intent of Congress was to be realized—that the veteran should have the means to support himself and his family.

Although this is a national problem, he felt that Connecticut should take steps to counter the trend before it grew out of proportion. He presented a plan for a statewide "Hire a Veteran Week" to the 1962 department conventions of the American Legion, Veterans of Foreign Wars, and Disabled American Veterans. All unanimously passed resolutions to sponsor and support a statewide "Hire a Veteran Week." As department employment officer for the three organizations, the State VER was asked to coordinate the program.

The first step was to select the most appropriate time for the "week" and to get official sanction for it. The third week in May was chosen for two reasons: First, employment opportunities are usually on the increase in May; and second, May is a veterans' month, starting as it does with Loyalty Day and ending with Memorial Day.

Governor Dempsey cooperated by issuing an official statement designating the week of May 19–25 as "Hire a Veteran Week" and called on Connecticut's employers to consider veterans for any vacancies they might

William F. Hill is the Veterans Employment Representative for Connecticut.

have, not only through that week but during the whole year.

Mrs. Mary M. Dewey, director of the Connecticut State Employment Service, promised the complete cooperation of that agency. It was felt that the program would be more effective and gain wider coverage if it emanated from the 20 local office areas of the Connecticut State Employment Service rather than from a central source affording only one publicity outlet.

Accordingly, early in April all local office Veterans Employment Representatives were called to Hartford to attend an all-day refresher training session, most of which was devoted to preparation for the "week." They were fully briefed on the scope of the program and given a packet which contained sample radio and TV spot announcements, a copy of the Governor's proclamation, a proclamation to be signed by the mayors of their cities, some publicity hints, a list of local post commanders of the veterans' organizations with whom they were to work, and enough auto bumper strips to distribute to the office staff. They were instructed on how to write publicity for the "week" and how to approach employers on their personal field contacts.

The following week the State Veterans Employment Representative explained the program at a meeting of local office managers. The managers were then instructed by the State director to cooperate fully and to devote all the time necessary to insure the success of the "week" in their areas.

Participation for the local Veterans Employment Representatives started prior to the "week" when they took over the duties of the employer relations people in their offices and started a week of calling on employers. They explained the purpose of the "week" to employers, left a little brochure depicting veterans as good employees, and solicited job orders. Application cards in the files were screened to determine which veteran applicants needed counseling, job development, or other services that could be given by the Employment Service. LVER's called local post commanders and city officials to arrange picture-taking ceremonies of the mayors signing the proclamations. They also arranged for local posts to display their national colors or contacted the Armed Forces recruiting centers for display material.

During the "week" itself, every effort was made to place veterans. Every order was carefully studied and veterans were referred whenever possible. Job development was undertaken on a large scale, and repeated telephone contacts were made to "sell" a veteran to an employer.

Extensive Publicity

As this is essentially a public relations program, a great deal of attention was given to press releases as well as radio and television. Every newspaper in the State, as well as several in nearby States, carried one or more articles on the "week." More than 40 radio and television stations carried spot announcements throughout the "week" and the State Veterans Employment Representative was invited to participate in a half-hour television panel to explain the program.

The local office Veterans Employment Representatives made more than 500 personal calls on employers and an additional 350 telephone calls. They undertook job development in behalf of 335 veterans, counseled 216, referred 1,444, and placed 671 (86 of whom were handicapped or disabled).

The veterans' organizations were also asked to help. Bumper strips were distributed to every post of the American Legion, Veterans of Foreign Wars, and Disabled American Veterans. A letter was sent to the post commanders asking their cooperation. Veterans who were in a position to know of vacancies or job opportunities were requested to pass this information along to the Connecticut State Employment Service. The commanders and employment officers were asked to visit the local offices to become familiar with Employment Service operations and to meet the local Veterans Employment Representative.

The benefits from this extensive operation were not limited to the "week." The impact was felt for many months afterward. Employers became aware of the problems of the unemployed veterans, and many new employers used the Connecticut State Employment Service and requested veterans. The veterans' organizations became more aware of the State Employment Service and its services to veterans; their service officers and employment officers became acquainted with the local Veterans Employment Representatives and worked more closely with them; and veterans themselves were encouraged by the fact that someone was trying to help them.

The 1964 "week" was more successful than the one in 1963, and plans are now underway to make the 1965 "week" even bigger and better than its predecessors.

Delaware joined with us this year to observe the week of May 17 as "Hire a Veteran Week." California, Nebraska, and Arizona have also conducted a successful "Hire a Veteran Week." We hope more States will follow suit in order to give this program the national recognition we believe it deserves.

A Giant Step

(*Continued from page 2*)

ice will be working in close relationship with these Community Action Programs, especially in enlisting youth for training and giving leadership in planning work programs for them in the community.

The local Employment Service offices, as community manpower service centers, are working cooperatively with many interrelated agencies and community groups, addressing themselves to the ever-increasing complexities of the labor market, and constantly seeking ways and means whereby the individual can find the maximum outlet for his skills, talents, and abilities.

In this new context, the Employment Service enters the second decade after Public Law 565, taking another giant step toward assuring equal employment opportunities for all who are willing to work by helping to remove the label of "handicapped"—from whatever cause—and replacing it with the designation "qualified worker."

A New Look at Placements of the Blind

JAMES P. SMITH

Community action and improved and more effective training are ingredients of a new approach by a State to help its visually handicapped citizens lead more useful and productive lives.

Arizona's legally blind jobseekers will be more competitive in the job market of the future when the plans of the Arizona State Employment Service become fully operative.

At the prompting of Arizona's Governor, the Arizona Department of Public Welfare and the Arizona State Employment Service have entered into an agreement whereby the primary responsibility for selective placement and job development services for qualified blind applicants rests with the Employment Service. These services include the promotion of job opportunities in the various communities of the State.

Although funds for employing a State Placement Specialist for the Visually Handicapped, to implement the agreement, were not included in the operating budget of the Arizona State Employment Service, it was the decision of the administrator-director to create the position; it was staffed on March 1, 1964. Salary and expenses of the position are shared equally by the two State agencies.

Among the duties of the placement specialist are planning and maintaining a program of active job development for the blind, coordinating local office activities on behalf of blind applicants, and acting as liaison between the Employment Service and the Blind Services Division of the Arizona State Department of Public Welfare.

The placement specialist provides training materials for Employment Service local office personnel. He also analyzes specific manpower requirements and training needs of Arizona employers, and recommends types of training to prepare legally blind qualified applicants to meet the demands of the labor market.

When a blind trainee is ready for employment, his Blind Services counselor forwards a detailed report to the Employment Service Placement Specialist for the Visually Handicapped. A newly devised report form details information on the trainee's handicap(s), training, acquired skills, and ability to travel. A special physical capacities report form has also been developed, which provides more specific details regarding the applicant because of the varied nature of blindness and the restrictions it imposes.

Using the extensive and detailed information on the visually handicapped applicant's skill, knowledge, capabilities, capacities, and assets, the placement specialist works directly with local office staff to develop a job situation for the applicant.

On June 7, 1964, the placement specialist began a 5-week training program at the University of Southern Illinois in Carbondale under a grant from the Office of Vocational Rehabilitation. Purpose of the training program was to equip personnel who are responsible for the development of employment for the blind with the knowledge necessary to overcome those obstacles currently hinder-

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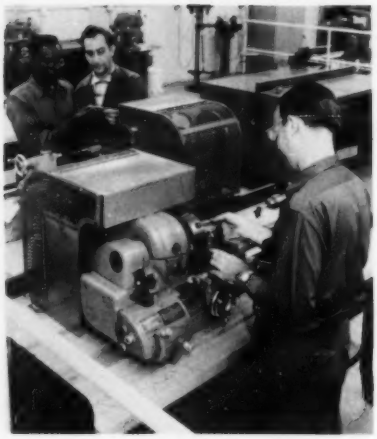

Setting up a metalworking lathe.

Photos courtesy of the Industrial Home for the Blind, Brooklyn, N.Y.

Operating a drill press.

Packaging various parts of a toy assembly.

James P. Smith is State Placement Specialist for the Visually Handicapped, Arizona State Employment Service.

es newsletter

CIVIL RIGHTS ACT

A meeting of Employment Service Minority Groups Representatives was held in Louisville, Ky., August 5-6. Sixty-two regional, State, and national office staff members were participants. On August 4, they also attended some of the sessions of the National Conference of the Urban League being held in Louisville.

Discussions at the ES meeting centered on how the Employment Service can carry out most effectively its responsibilities with regard to the Civil Rights Act. U.S. Employment Service Director Louis Levine urged that, in carrying out provisions of the Act, every effort be made to open up new employment vistas for minority group persons. This, he said, would include giving positive assistance to employers who wish to break existing patterns of discrimination in hiring.

The ways and means through which the Employment Service can make equal opportunity a reality for all persons were discussed by other speakers and at five workshop sessions. The conferees also considered how the program of service to minority groups can be strengthened and made more effective as a result of the Civil Rights Act. They recommended that the policy on recording racial data on certain local office records be changed; that there be greater cooperation with the Urban League, especially with regard to the Skills Bank; that there be more intensive training of staff in serving minority group applicants; and that local office service to minority groups be evaluated more thoroughly.

ES ROLE IN ANTIPOVERTY PROGRAM

The Economic Opportunity Act, signed into law by President Johnson on August 20, brings new responsibilities and challenges to the Employment Service. Provisions in Titles I and II of the new legislation to combat poverty call for programs in which the Employment Service is expected to take a leading role.

Title I establishes a Work-Training Program, to be known as the Neighborhood Youth Corps. The goal is to provide enough work experience to insure employability of needy young persons, mainly of high school age, and to provide part-time jobs to help them stay in school or go back if they have dropped out for financial reasons. About 200,000 young men and women are expected to be covered by this program.

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Title II calls for general Community Action programs. The Act defines this as a program "which mobilizes and utilizes resources, public and private, of any urban or rural, or combined urban and rural, geographical area (referred to in this part as a 'community'), including but not limited to to State, metropolitan area, county, city, town, multicity unit, or multicounty unit in an attack on poverty." As Community Action programs are developed, the local ES offices will work in close cooperation with them and the Neighborhood Youth Corps, particularly in enlisting youth for training and in giving leadership to planning work programs for them in the community.

State Governors are permitted to veto any project for their States under the youth programs and community action sections of the new law.

PROJECT LINCS DEVELOPMENT

The next step in experimental and developmental work on Project LINCS will be directed toward increasing the efficiency, while reducing the cost of computer input preparation, by eliminating the tedious, time-consuming visual review and key punch operations necessary in present operations. This will be accomplished by introducing equipment capable of converting applicant and order information received by teletype to punched cards ready for computer use. The equipment is scheduled for installation at the computer center in Sacramento during late November, at which time it will be used to convert applicant and order information received from the San Francisco office.

MIGRANT FARM WORKERS

The Farm Labor Contractor Registration Act--known as the Crew Leader Act--passed the House on August 17. It was then returned to the Senate with a few changes from the form in which it had been passed by the Senate in May 1963. The Senate accepted the changes on August 21, and the Act becomes effective on January 1, 1965. Designed to give greater protection for migrant workers and their employers, the Act requires crew leaders who recruit 10 or more migratory laborers for interstate employment to register with the Secretary of Labor. They also have to offer satisfactory proof of financial and other responsibilities in connection with the welfare of the workers.

On the day the bill passed the House, Senator Harrison Williams of New Jersey said that "for decades our migrant workers have been left out of the social and economic progress of this country. Now, in one session of Congress, we are catching up to many of their desperate human needs with programs that can bring some hope to those who have led incredibly wretched lives."

Placing the Mentally Restored Through Coordinated Services

BARBARA ERBE

Rehabilitating mental patients and placing them in jobs is a coordinated project akin to a relay race in which hospital industrial therapists and social workers, Vocational Rehabilitation counselors, and Employment Service counselors serve in turn.

In an effort to integrate, as well as to strengthen planning for placement of the mentally restored, an approach entitled "Coordinated Services" is being employed at the Rochester State Hospital in Rochester, Minn.

Barbara Erbe is a social worker at the Rochester State Hospital, Rochester, Minn.

Participating in this interdisciplinary effort are the hospital's industrial therapists and social workers, the Division of Vocational Rehabilitation counselor, and the Minnesota State Employment Service's employment counselor.

Through Coordinated Services, each participant shares his knowledge and skill in helping to define and to meet the needs of the patient. We meet weekly to exchange ideas and discuss the particular problems of patients who have been referred to us for vocational planning. Through face-to-face contact, we are able to increase our understanding and develop a well-rounded program for each patient. For example, the Employment Service counselor who may eventually be helping a patient find employment in the community is able to talk directly with the industrial therapist about the patient's work performance in the hospital. He will have an opportunity to ask questions, learn of social problems which might be related to the patient's work performance, and get an overall picture in a short period of time. In turn, he is able to inform us of his impression of the patient's abilities. With each patient referred, each participant broadens his knowledge of what another discipline has to offer, and how to use its contribution more effectively.

Industrial therapy in the hospital is an integral part of the patient's overall treatment, and starts with referral from the patient's ward physician. Because the hospital has a multitude of work areas, it is possible to assign a patient to a variety of jobs which might be interesting to him or to one similar to his work prior to

The Coordinated Services team: Left to right: James Pearson, Vocational Rehabilitation counselor; G. R. Green, Employment Service area counselor; Barbara Erbe and Roger Van Buren, social workers; and Eleanor Gambil and Berdine Erickson, industrial therapists, Rochester State Hospital.

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Work therapy at the hospital helps to prepare the patients for outside jobs.

hospitalization. The industrial therapists may change an assignment, counsel with the patient about his work performance, and relay to the ward physician how the patient is doing in his industrial therapy assignment. Because the therapists keep running records of the patient's adjustment in his work area, they are able to give the Coordinated group members an overall view of the patient's progress in his hospital work assignment.

The hospital social worker serves as the referral source to the Coordinated Services meeting, since almost all vocational and discharge planning in the hospital begins by a referral from the patient's ward physician to the social service department. Usually the social worker describes to the group the patient's background and current hospital adjustment. The social worker has responsibility for "opening" the case and following through to a satisfactory adjustment. If a vocational plan is not meeting with success, the social worker is able to make other arrangements for the patient's discharge through the use of other community resources.

Through Coordinated Services, the Division of Vocational Rehabilitation counselor is able to get in on the ground floor of planning with the patient. He is able to learn of the patient's work adjustment in the hospital, make suggestions about a change of industrial therapy assignments, do vocational interest testing, and, in turn, relay this information back to the group. Also, he is knowledgeable about area vocational schools, sheltered workshops, rehabilitation centers, and other community resources.

The Employment Service counselor brings with him information about the job market in the area. He gives ideas as to what employers and employees might expect from one another. When training is proposed, he points out areas of need and generally provides guidelines for job and training placement. He also takes referrals from the hospital for selective placement.

An example may serve to demonstrate the process that takes place in the rehabilitation planning for a patient. At this point, it should be remembered that long periods of hospitalization produce social crippling and hospital dependency, which often replace the illness itself. The hospital social worker and industrial therapists must work to reverse this process in order to prepare the patient socially and vocationally for further rehabilitation and employment.

How the Program Works

Mr. D. is a 38-year-old man with a high school education and a veteran of World War II. His first psychiatric hospitalization took place in 1947 after his discharge from the Army. Since that time he has had repeated admissions to Veterans' Administration hospitals and two admissions to the Rochester State Hospital. He has been hospitalized continuously since 1959. In November 1963, his ward physician referred him to hospital social service for vocational planning in conjunction with discharge planning. Mr. D. was seen by his industrial therapist and work area supervisor to be a conscientious, productive worker in his warehouse assignment except that, on the average of once every 2 weeks, he would ask to be excused because of forgetfulness and confusion.

At the time of his referral to the Coordinated Services planning meeting, it was felt that, because of Mr. D's lack of self-confidence and his hospital dependency, he should be considered a candidate for the "Work Readaptation Program." Work Readaptation is a social-service-supervised program whereby patients are assigned to community "Jobs." A patient qualifies for the program, not so much because he is able to perform satisfactorily in the hospital but rather because he lacks self-confidence. Each patient for Work Readaptation must be cleared by his industrial therapist. In this program, the patient is expected to work half of the time in the hospital and the other half at his community assignment. For his work away from the hospital, the patient receives a small stipend, depending on his production and the costs of transportation. However, persons in the community who agree to cooperate in the Work Readaptation Program do so as "grantors" not as employers. In ad-

A typing class and aptitude testing are offered for patients soon to be released from the hospital.

dition to employing the patient, it is expected that they will help him in his social rehabilitation, assist him in gaining confidence by enhancing his skills, and generally help him develop a certain amount of self-respect by working with him as a person with certain needs rather than as a patient. The efforts of our grantors greatly assist the patient toward his goal of separating from the hospital.

Of the various Work Readaptation assignments, which include yardwork, custodial, housework, typing and receptionist work, we felt that Mr. D. would fit into a janitorial assignment at the local sheltered workshop, the Ability Building Center. Mr. D. was assigned to work there two half-days a week. Mr. D. was apprehensive at first, but responded well to encouragement. Gradually, the time of his employment was increased until it was felt by the Coordinated Services group that he should be referred to the Ability Building Center for Trial Work Placement. His hours would then be increased to 40 a week. The Division of Vocational Rehabilitation counselor arranged for the placement, also agreeing to pay Ability Building Center for the cost of job training.

Mr. D. has since graduated from trainee status and is now producing and earning more than the minimum wage. He has been having regular interviews with the Employment Service counselor and is actively seeking competitive employment. It should also be mentioned that Mr. D. is looking forward to moving downtown and breaking his ties with the hospital.

Throughout the Coordinated Services approach, each discipline carries a leadership role as the patient progresses through the various stages. For example, one day during the second week of Mr. D's Work Readaptation assignment downtown, he returned to the hospital 2 hours earlier than usual. He went to his bed saying he was sick and could not carry on with his work. His social worker talked with him, pointing out how far he had already come and about the good work evaluation we had already received. The next day Mr. D. was back on the job.

In the case of Mr. D., the support began with the patient in prevocational training with Industrial Therapy; in the next phase, by medical referral to Coordinated Services meetings; then, to Work Readaptation and social services support; next, Trial Work Placement, with help from Division of Vocational Rehabilitation and workshop counselors; and, finally, the Minnesota Employment Service will be helping with outside employment through selective placement. In other instances, a recently admitted patient may move directly from the prevocational stage to the Employment Service for placement.

Our approach is somewhat akin to a relay race; each discipline in Coordinated Services carries out his function at a given time with the advantage of having been both an observer and a participant in assisting the patient towards his goal of rehabilitation.

Placements of the Blind

(Continued from page 18)

ing the placement of the blind in today's competitive labor market.

In a practical sense, the problem of placing the visually handicapped in employment is a community problem and must be solved by community action. Future plans of Arizona's placement specialist call for complete and full cooperation with all community social and welfare agencies and working in close cooperation with employers, large and small, to provide the necessary job opportunities. It is expected that full cooperation will be given to this activity by the Arizona Governor's Committee on Employ the Handicapped and by all local committees on employment of the handicapped.

Even though this new approach to a community action program is still in its infancy, early accomplishments indicate that improved and more effective training will provide better job opportunities for the visually handicapped, thus making way for their return to a more useful and productive life. The Arizona State Employment Service, the Arizona State Department of Public Welfare, and other community groups are confident that it will yield the desired results sought by and for Arizona's visually handicapped.

Job for a Blinded Veteran

DONALD FLEMING

At 52 years of age, and with a family of four children, Robert Francis Hullett, a chef by trade, knew that he was going blind. He had graduated from the Pierre De Vall School of Culinary Arts in France at 23 years of age, and had then studied at the New York School of Dietetics in Brooklyn, N.Y. During the following year, he joined the Salvation Army and was trained to be a noncommissioned officer. His duties included evangelism, social welfare, and rehabilitation work.

The troubled 1940's brought about a change in the lives of all Americans, but few changes were as traumatic as the one which took place when this "man of peace, this chef, social worker, and evangelist" exchanged the traditional Salvation Army uniform of blue for training in international espionage. His career with the Office of Strategic Services reached a climax when our Government bestowed upon him the Congressional Medal of Honor and later the Distinguished Service Cross.

In 1949, Mr. Hullett accepted employment as a chef and training instructor for a large cafeteria in Omaha, Nebr. In 1958, an explosion from an overheated oven caused severe burns to his face and eyes. Partially blinded and gradually losing the little vision which remained, he continued active in Boy Scout and Salvation Army work, and continued to work as a chef until March 1963, when he became totally and permanently blind. He continued to work at the cafeteria as a training instructor but, because of several near accidents while working in the kitchen, he developed a fear of causing injury to himself and others, and terminated his employment in September 1963.

Believing that he could still work as a chef in a small, one-man kitchen, Mr. Hullett began a door-to-door canvass of Council Bluffs' restaurants, but the reactions were always the same; employers were impressed with his qualifications but were concerned about their customers' reactions if it was learned that a blind man prepared their meals.

Discouraged and now uncertain, Robert found his way to the Council Bluff's office of the Iowa State Employment Service. Convinced now that he could not get work as a chef, he was prepared to wash dishes or accept any work available to a blind man. His application was brought to the attention of the office manager and discussed with the Veterans Employment Representative and the counselor. It was agreed that the counselor should have time to make a complete evaluation of Robert's actual abilities and that the Veterans Employment Representative and the manager would make employer visits on his behalf.

It was evident from the beginning that, in order to develop a smooth working relationship, the local office staff would have to overcome the barriers of awkwardness and embarrassment that are too common in relationships with blind people. The counselor turned to the vocational file and conducted a study on blindness, aimed toward a better understanding of the implications of blindness, and a desire to learn of the latest techniques for working with the blind. The file proved to be a treasure chest of information that was distributed to other personnel who would be in contact with the counselee. As understanding overcame awkwardness, it became possible to evaluate the counselee in a natural and comfortable situation.

Mr. Hullett on the job.

Since Robert had given up hope of working as a chef, he tried to satisfy his love for cooking by preparing the family meals at home. The counselor visited the Hullett home to observe Robert as he worked in the family kitchen and became convinced that, since Robert was efficient in cooking in his own home, he should be just as efficient in a small restaurant. The Employment Service staff agreed that the counselee could be a valuable employee in a carefully chosen situation.

The manager and the Veterans Employment Representative solicited a great many employers in their daily employer visits, but reactions were always the same. Employers were impressed with the carefully prepared résumé of Robert's training and experience, but always had a reason why a blind man would not "work out" in their business. One hospital was willing to hire Robert as a dishwasher and he was willing and happy just to get work. However, it was agreed that it would not be in his best interest to place him in a position that would be far below his skill level.

At this point, a staff member suggested that the Christian Home might

Donald Fleming is counselor in the Council Bluffs local office of the Iowa State Employment Service.

have an opening, and a visit to the home was planned. The counselor was taken on a tour of the home and he asked for specific information about the kitchen. He learned that the kitchen was staffed by five kitchen helpers, none of whom had ever had special training. Purchasing was done on a hit-or-miss basis, with no individual directly in charge. The staff prepared meals for approximately 200 people a day (far less than Robert had been accustomed to at the cafeteria). Meal planning was on a week-to-week basis, but quite often canned goods and a catering service had to be relied on when last-minute shortages developed.

The counselor met with Robert and discussed the information he had acquired. The local office staff helped Robert prepare a list of reasons why he would be a valuable employee to the Christian Home. An interview was arranged with the director at the home and this time the interview was different. We had a valuable man and we could prove it in terms that an employer could understand. Rather we should say that Robert could prove that he was a valuable man because he now had a new air of confidence. He could prove in black and white that a professionally trained man could save the home up to 20 percent on food purchases through meal planning and contract purchasing. He could point out that a fully qualified chef would be able to perform many functions and eliminate outside purchases of such items as bread and pastries.

The director of the Christian Home had been considering hiring a kitchen supervisor for some time but had felt he could not afford to pay enough to obtain the right type of man. He was impressed with Robert's qualifications and confidence, and was anxious to hire him as a chef and kitchen supervisor, on a trial basis.

It would be a big job for any man to step into a new position and assume total responsibility, and Robert would have added difficulty. It would take time to become familar with the new surroundings and to win the confidence of old employees. Since the job was on a trial basis, the counselor proposed that perhaps it would be wise if the home hired Robert as a chef and let him gradually assume supervisory responsibility as he earned the respect and confidence of his colleagues and as his usefulness to the home increased.

Robert was hired on that basis and is receiving the salary that he asked for, with the promise of regular increases as he assumes more responsibility. The Hullett family is now self-supporting again. The salary Robert receives, combined with his blind pension, more than equals the family income in previous years.

The local office furnished the home with printed information that would help its employees adjust to the idea of working with a blind man. From all reports, the pamphlets served their purpose, and the employees were well educated on blindness before Robert reported for the first day of work.

The Iowa Commission for the Blind agreed to purchase any special equipment that Robert might require, such as special knives, timers, cooking utensils, or thermometers.

When the counselor asked Robert how he feels about the new job, he replied, "They're going to let me work with their Boy Scout troop even. This is the kind of job I was looking for 20 years ago."

The Christian Home is just as pleased as Robert is over the whole situation. The director of the home said this about Robert: "This man can do anything. We have trouble finding enough for him to do. No doubt about it—he is here to stay."

David S., 31 years old, had spent many years of his life in and out of hospitals until finally he had to have his right leg amputated 5 inches below the hip. Unable to use a prosthesis, he developed great skill on crutches.

David had received extensive assistance from the Florida Division of Vocational Rehabilitation. His case was once closed when he was reported as suitably employed as a spot welder. Prior to this time he had received training in tailoring, nursery work, and punch press operation work in a sheltered workshop, but he just could not seem to find his place in the world of work.

David came to the Miami Industrial Office of the Florida State Employment Service looking for assistance in finding the right job for him. His indecisions concerning employment were quickly recognized and he was referred to an experimental placement program that had been formed as a joint project of the Employment Service and the Florida Division of Vocational Rehabilitation.

At this project, called Work, Incorporated, a bench-type job had been developed for men who could not stand but had good use of their hands and arms and were familiar with small handtools and machines.

This job seemed to be perfect for David. He was referred to a company where this type of benchwork was available, and was placed in an on-the-job training program grinding and deburring metal parts. The job started at $1.30 an hour, plus the availability of plenty of overtime work. At this writing David is vocationally set and earning his way in the world.

A Bill of Rights for the Handicapped

ELAINE M. ABRAMS

A realistic approach to problems of the handicapped and their employers pays off in sound Employment Service relationships with employers and the furtherance of lasting jobs for handicapped workers.

"Sorry — no more handicapped workers for me. I have one, a polio victim. He's been out for ten days now."

"I had a bad experience with a blind dictaphone operator once. Never again."

Such discouraging statements are heard all too frequently by the New York State Employment Service interviewer doing promotional work for the handicapped. The establishment and maintenance of good employer contacts is a difficult but gratifying task. The loss of such contacts is disheartening. The problem warrants thoughtful examination.

When the complaining employers are encouraged to talk out their "bad" experiences with the field representative, extenuating circumstances frequently come to light. For example, in the case of the polio victim, it was found that, while crossing a wide street, he saw a truck lumbering around the corner. Trying to get out of the way, he fell and sprained his ankle. As a result, he could not return to work for 2 weeks.

This type of accident happens to many nonhandicapped workers, but the employer does not regard it in the same light.

The "bad" experience with the blind dictaphone operator, a mature woman, was based on the following circumstances. Interested in a retirement policy and more liberal benefits than those she was receiving in her present position, she had taken and passed a civil service examination. Offered a Government position, she accepted, resigning from her job.

Such moves are made often by nonhandicapped workers without criticism.

These so-called "bad" experiences with the handicapped, therefore, are common occurrences among nondisabled persons. Why then this great disillusionment or disappointment with the handicapped as a group on the part of some employers?

The answer is that the employer is sometimes encouraged to form erroneous ideas about the value of handicapped persons as workers, and, when something happens, he becomes disillusioned. The truth is—he is led to expect too much.

As selective placement interviewers in the Commercial office of the New York State Employment Service, we have learned, to our regret, that these lost contacts usually cannot be retrieved. But the lessons learned from these experiences have enabled us to prevent similar misunderstandings from arising.

We are not suggesting that we should control the thinking of the hiring official or should inhibit or destroy his illusions. We are advocating, rather, that, in an effort to prevent misconceptions of one kind about the handicapped from happening, we do not create others. We should not present the disabled worker as something he is not. We are recommending that objectivity and honesty on the part of the interviewer will result in the hiring official thinking along realistic lines.

For example, on a developmental field visit some weeks ago, we were greeted by a harried employer. She apologized for being late and explained that she had been delayed by complaints from employees about the lack of heat in some offices and the poor quality of the soap and towels in the restrooms. Departmental heads were calling: Some objected to the chronic lateness of several employees; one complained about the poor production record of a typist; another asked for time to discuss the

Manipulating a hypodermic syringe in a research laboratory.

A severe leg disability incurred during World War II proves no handicap to this supervisory production control specialist.

Elaine M. Abrams is selective placement rehabilitation interviewer at the Office Personnel Placement Center in New York City.

This young lady is a good calculating machine operator despite her inability to hear or talk.

unfavorable attitude of some of his workers.

Approached about hiring handicapped workers, the exasperated employer exclaimed: "I think this is just what's needed here. I've heard about the handicapped—about their wonderful attendance and work records. If I hired them I'd have people who get to work on time every day, who don't expect a raise every 3 months—people who'd be grateful for their jobs!"

The temptation to encourage this kind of thinking was great. It would have been so easy to agree with this employer, at so opportune a time, that our applicants would be the solution to her personnel problems. We remembered, though, other field visits to companies which had tried handicapped workers. We remembered the greetings: "No more for me!"; "He's out sick!"; and so on.

It is entirely possible that in those instances the hiring officials had been encouraged to think unrealistically when first approached.

So in the case at point, we did not take the easy way just to get somebody hired. We told the employer that, while it is true that the general trend among handicapped workers is toward conscientiousness and less turnover, these were qualities we could not guarantee with every person hired. Our handicapped applicants, we said, were human beings who differed from the mean as much as any other people and that they also had a right to differ.

Somewhat surprised, the employer asked many thoughtful questions. There was a discussion of the fact that it would be impossible for any employee, handicapped or not, to function in a kind of cringing gratitude without the formation of a feeling of resentment. The employer was aware that a resentful employee is not a productive one. She realized, too, that to diminish the ego of any person is no solution to personnel problems.

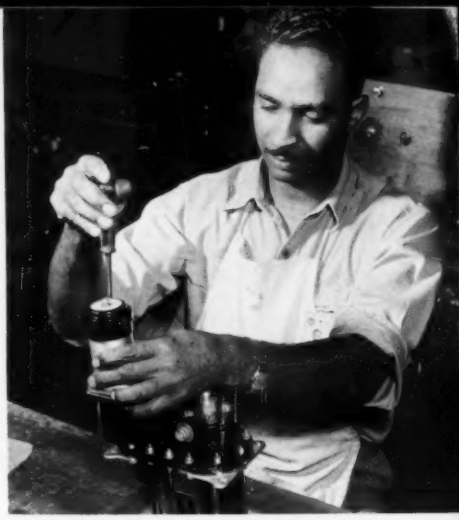
At the end of our interview, we were pleased to hear her sincere, determined statement: "I appreciate your honesty and I know that I can trust you. Call me whenever you have an applicant you think is suitable."

This company has a key punch department, some general clerical jobs, and an accounts receivable unit which frequently has need for accounting clerks. Had we taken advantage of this employer and encouraged the formation of illusions, we might have placed one or two applicants. But if they hadn't worked out to the satisfaction of the employer's preconceived notions, we would have lost the contact. Now we know that we have established a sound basis for the placement of applicants in this company for many years to come. Short-range expediency versus long-range practicality was the issue here. For us, the latter has proved to be a much more stable path to follow.

The question may well be asked at this time: "What, then, is the selling point? If the handicapped cannot be described as entirely diligent, compensating for their handicaps, never likely to agitate for better salaries or conditions, why should employers hire them when they can employ nondisabled workers? What can we tell them?"

There are many selling points. First, the ability of the applicant to do the job and do it well is the chief asset. Convinced of this himself, the interviewer can with enthusiam convey this point to the employer. It is well known that enthusiam is often contagious.

Photos courtesy U.S. Air Force, U.S. Navy, and U.S. Army.



Although he has an artificial leg, this man finds no difficulty in performing his duties as an aircraft mechanic.

Second, the general trend is toward conscientiousness, while at the same time allowing for individual differences.

Third, the employer is also human. If he were not interested in our purpose, he would not have permitted our visit in the first place. There would have been a brief, polite "No, thank you." Once he has allowed us to continue our discussion, more often than not it is an indication that he is aware of his many roles in life—as an employer and as a member of a family, a community, a city, and a nation. He is interested in functioning as a responsible person in all his roles.

This feeling of responsibility can be directed constructively to enable him to evaluate handicapped workers objectively and to profit from their services, at the same time that he is acting as a responsible member of society. It need not be utilized for delusion.

This same policy has been followed in our calls on existing orders, in telephone solicitation, and in mail promotion. While we often "glow" in describing our applicants, we do not oversell, distort, or gloss over the

(*Continued on page 50*)

Farmwork Gets Late Start

A cool, wet spring held up the first planting of crops and necessitated much replanting. Thereafter, however, June ended with the promise of a mammoth summer fruit harvest offering plentiful job opportunities to local and migratory workers. The long-term downtrend in foreign-worker employment continued in 1964, with domestic workers replacing those from foreign countries in many areas.

Winter and Spring Activities

Employment of seasonal hired farmworkers in major agricultural areas reporting to the Bureau of Employment Security advanced from winter levels of less than 300,000 to 1,208,000 by the end of June. This exceeded 1963 peak employment of 1,146,000 at the end of June. Of the estimated 3.3 million man-months of seasonal labor reported during the first half of 1964, 36 percent was in harvesting, 30 percent in cultivating, and 34 percent in ground preparation, planting, and general farmwork. About a third of the harvest labor was on fruit crops and nearly half on vegetables. The remainder was in harvesting hay, grain, sugarcane, and other crops. Cotton required 39 percent of the total man-months of cultivation labor, and fruits 25 percent. Most of the remainder was devoted to cultivating vegetables, sugar beets, and tobacco.

About three-fifths of the total man-months were in California, Florida, North Carolina, and Texas.

Changes from 1963

Employment during the first half of 1964 averaged about 2 percent above the 1963 period. Greatest increases were in ground preparation, planting, and the cultivation of minor crops, while greatest decreases were in cotton cultivation and strawberry harvesting. California's employment rose because of greater citrus production, and North Carolina's because of more intensive vegetable and strawberry activity. Employment declined in Texas as a result of less cotton-cultivation work, and in Florida the drop was centered in the citrus harvest.

Cotton Cultivation Is Late

Cultivation got off to a late start in practically all parts of the Cotton Belt. Unfavorable weather delayed planting and required considerable replanting in some areas.

The cotton crop required 382,300 man-months of cultivation in the first half of 1964, about 18 percent less than in the same period of 1963 despite no change in planted acreage (14.7 million acres). The late season most affected employment during May, while June employment surpassed 1963 in some areas because of delayed peak activity. Requirements for the 6-month period were cut by greater use of the tractor-operated rotary hoe, chemical weeding, and flame cultivation.

Fewer Strawberry Pickers

Some 172,800 man-months of seasonal hired labor were used to gather strawberries during the first 6 months of 1964—9 percent less than in the corresponding part of 1963. In May, the peak of the midspring crop, employment was concentrated in Arkansas, California, North Carolina, Oklahoma, and Tennessee. In all of

Harvesting onions.

these States except North Carolina and California, production and employment were lower this year as May's dry weather reduced yields. The harvest was unusually short as growers tried to salvage the crop before the ruinous hot weather. Employment on the late-spring crop became active in June in Michigan, Oregon, and Washington. Although production was expected to be higher in these States, only Oregon surpassed last year's employment by the end of June.

Estimated Employment of Seasonal Hired Farm Workers by Geographic Origin and Crop Activity [1] July 15, 1964

Type of worker	Number employed	Percent
Total	1,293,400	100.0
Domestic	1,239,000	95.8
Local	974,900	75.4
Migrant	264,100	20.4
Intrastate	77,800	6.0
Interstate	186,300	14.4
Foreign	54,400	4.2
Mexico	50,100	3.9
British West Indies	2,700	.2
Japan and Philippines	1,300	.1
Canada	300	(2)
Crop activities		
Total agriculture	1,293,400	100.0
General	91,100	7.0
Cultivating	367,400	28.4
Cotton	158,800	12.3
Vegetables	46,900	3.6
Fruits	34,300	2.7
Sugarbeets	34,200	2.6
Tobacco	31,300	2.4
Other crops	61,900	4.8
Harvesting	729,000	56.4
Fruits	283,000	21.9
Cherries	82,800	6.4
Strawberries	79,700	6.2
Bushberries	46,500	3.6
Other fruits	74,000	5.7
Tobacco	198,400	15.3
Vegetables	144,100	11.1
Hay	57,800	4.5
Other crops	45,700	3.5
Activity unspecified	105,900	8.2

[1] Based on reports from 228 of the 273 agricultural reporting areas delineated by the Bureau of Employment Security.
[2] Less than .05 percent.

"Strawing" strawberry plants.

Citrus Harvest Trends Vary

Although the 113,200 man-months required in the citrus harvest were 3 percent below the first half of 1963, trends varied according to place and time.

Florida's employment during the winter quarter was much lower than a year earlier because production of early and midseason oranges was down 39 percent. Furthermore, extra hands had been at work in 1963 trying to salvage as much as possible of the crop destroyed by the severe freeze of December 1962. Because Florida's Valencia orange crop was 5 percent larger and the season lasted longer, employment was higher this spring than last spring. However, for the 6-month period, Florida's citrus harvest employment averaged 16 percent under 1963.

In contrast, California's January–June 1964 citrus harvest employment was higher than in 1963, largely because of a 30-percent increase in lemon production as well as higher production of navel oranges and grapefruit.

Other Crops

Harvesting winter and spring vegetables required 570,000 man-months of seasonal labor, slightly more than during the first half of last year. Nearly two-thirds of this labor was devoted to tomatoes, beans, asparagus, lettuce, carrots, potatoes, and onions.

Although sugarbeet acreage has been increased 13 percent this year, employment was 3 percent lower, mostly because of the lateness of the season. Hay and grain employment advanced about 7 percent over the preceding year.

Migrant-Worker Activity Rises

As usual, migrant-worker employment during the first few months of the year was low, averaging around 34,000. Most were cultivating and harvesting fruits and vegetables in Florida and California. With the spring thaw and warming trend, an upsurge in farm activity in northern areas sizably increased the number of migrant workers between April and May. By mid-June 200,000 migrants were employed, with a steady movement to northern areas in all three major migratory streams.

Braceros Harvest Fruits and Vegetables

Foreign-contract labor in the United States totaled 248,000 man-months in the first half of 1964: 74 percent Mexican, 22 percent British West Indian, 3 percent Japanese and Filipino, and less than 1 percent Canadian. Of the 185,000 man-months of Mexican labor, California accounted for 64 percent, Arizona 13 percent, Texas 12 percent, Colorado 5 percent, and Arkansas 3 percent. Eighty-eight percent of the Bahamian

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After the Hospital—What?

HENDRIK D. MUGAAS

The 1963 Appropriation Act for the Department of Health, Education, and Welfare provided $4.2 million for grants-in-aid to support comprehensive State mental-health planning activities. The ultimate goal of these planning grants is the improvement of the mental health of the people through programs which will have their roots in the communities. The new legislation, which is intended greatly to increase community facilities for dealing with mental illness, undoubtedly will intensify the effort to return mental patients to employment. The local Employment Service office, as the community center dealing with employment problems, can expect increasing demands upon its resources.

The Employment Service has, over the years, developed cooperative arrangements with mental hospitals for placing the mentally restored. In view of the increasing demands for service to this applicant group, a nationwide survey of local office arrangements with mental hospitals was conducted in the spring of 1964. Arrangements with over 200 hospitals were revealed by the survey—138 public mental hospitals, 32 Veterans' Administration mental hospitals, 5 private mental hospitals, and over 30 general hospitals with psychiatric facilities.

With the increase in emphasis on the importance of employment for the mentally restored has come a correspondingly increased pace in the development of Employment Service-mental hospital arrangements. While 44 such arrangements were made in the 1950's, 36 additional relationships were established in the 4 years from 1960 through early 1964. While formal arrangements have been developed with 38 hospitals, there are informal arrangements with the remaining 167.

The number of admissions to the mental hospitals having arrangements with the Employment Service totaled 224,000 during the past year. Current statistics on the stay of persons admitted to mental hospitals indicate that approximately 80 percent will be out again in a 6-month period. Admissions have been rising, but the release rate has also been increasing. In 1955, 71 patients were released for every 100 admitted; in 1963, 87 were released. At the present time, great pressure is exerted to move less seriously disturbed patients out of the hospitals as rapidly as feasible, since it has been found that the longer a patient stays in the hospital, the less are his chances of being released. Mood-changing drugs and group therapies are responsible principally for these early releases, along with the recognition of the role which suitable employment plays in the rehabilitation of the ex-mental patient.

Although, at this time, the proportion of released patients seeking to enter the labor market is not known, expert opinion places the figure conservatively at 30 percent. On this basis, data from the hospitals covered in the survey indicate that, for every eight handicapped persons now seeking work at the local offices of the Employment Service, at least one restored ex-mental patient can be expected to join the group. At the present time, samplings of some statewide active files indicate a ratio of 1 in 14 handicapped applicants.

It is very difficult to obtain information on the patients who have been released and would be considered to be in the "aftercare" stage, in spite of the fact that it is not easy for the mentally restored to make a direct transition from the protected environment of the institution to the competitive atmosphere of the world of work without a period of preparation. Although hospitals are moving in the direction of providing followup and aftercare, this is still one of the weakest areas in the whole program of combating mental illness. At the same time, they are pointing out that return to work is essential to recovery and that,

Official poster for 1964 NEPH Week.

Hendrik D. Mugaas is in the Branch of Special Worker Services, U.S. Employment Service.

without it, there is a much greater probability that the patient will have to return to the hospital.

It is apparent from the survey that there are growing demands on the local employment offices for service to the mentally restored. At present there are wide variations in the amount of time which can be given to the cooperative program by interviewers and counselors. One State, for example, reports that the evaluation team meets ". . . one afternoon a week to evaluate the readiness of selected patients for employment. . . ." Another writes, "The Vocational Psychologist arranges interviews for Employment Service staff at the hospital usually one-half day a month." The average falls somewhere between these two figures.

In over half of the States, local office staff are serving on three-member teams with representatives of the mental hospitals and the Vocational Rehabilitation services. Directors of the State Employment Services have expressed a serious concern that present staff will be unable to meet the increasing requests for service. The survey of State Employment Service arrangements with mental hospitals points up the unmet needs not only of the mentally restored but also of the local offices of the Employment Service which are trying to serve them.

With the new emphasis on return to work as essential to full recovery of the mentally restored, there is no doubt that the State Employment Services will be asked to make major contributions toward the enrichment of community plans to promote mental health.

FARM LABOR MARKET

(*Continued from page 29*)

and British West Indian man-months were worked in Florida.

This winter and spring, the man-month total for foreign workers was 9 percent lower than a year earlier, in contrast to a 2-percent increase in domestic employment. In California and Arizona, foreign employment declined while domestic employment rose; in Arkansas, Colorado, Florida, and Texas, both decreased; and in Connecticut both increased.

Employment Service personnel discuss the study project with the Committee chairman. Left to right: Donald Ebersole, Field Supervisor; Mrs. Louise P. Thompson, State Supervisor, Counseling and Service to the Handicapped; Mrs. Katherine Long, Committee Chairman, Field Supervisor, Maryland State Department of Public Welfare; Melvin G. Roy, Minority Groups Employment Consultant; and Charles Briner, Manager, Oakland local ES office.

Vocational Rehabilitation for Rural Inhabitants

Rehabilitation of handicapped and disabled persons in rural areas is a longstanding goal of the Department of Health, Education, and Welfare. Its Federal-State vocational rehabilitation program in all 50 States has steadily increased service to the rural population since 1954, when amendments to the Vocational Rehabilitation Act authorized research and demonstration programs for disabled farmworkers.

Under this program, a disabled person living in a rural area is eligible for services to restore him to productive work on the same basis as handicapped persons in nonrural areas. State vocational rehabilitation agencies can help establish disabled people in farming and other rural jobs by providing livestock, farm equipment, initial stocks, training, and other needed services for improving their employability. In fiscal year 1963, an estimated 11,000 persons were rehabilitated in agricultural occupations, and probably three times that number were provided services.

In addition, State agencies may develop and conduct experimental and demonstration projects to improve services to the disabled in rural areas. While the entire research and demonstration program is aimed at the needs of all disabled persons, 15 projects were specifically designed to demonstrate new methods and to survey needs of the rural disabled. One such demonstration illustrated the effectiveness of a specialized mobile rehabilitation team in providing comprehensive evaluation of severely physically disabled or emotionally disturbed clients for whom such services have not previously been available locally. Two States are surveying the extent of physical disability among groups of migrant workers and their need for vocational rehabilitation.

With proper training a blind man is able to carry on his farm duties.

A Cooperative Attack on Placement

A hospital patient uses the Job Opportunity Board in the Counseling Section of the Psychology Service at the VA Center.

DESMOND D. O'CONNELL and KENNETH VOGT

Age, more disabilities, obsolete job skills, and lack of confidence add to the dilemma of disabled veterans seeking employment. At a VA center, the problem is being attacked on a broad front and the first results are encouraging.

VET–PEP is not the name of a new treatment for veterans but the name of a new VAVS (Veterans' Administration Voluntary Service) Committee established at VA Center, Wood, Wis., to stimulate and expand placement opportunities for handicapped veterans. In July 1963, the committee was formed as one important feature of a cooperative and comprehensive attack on the problem of job placement of physically and emotionally handicapped veterans.

This VA Center consists of a 1,233-bed general hospital and a 1,661-bed domiciliary. It is located in the heart of the Milwaukee metropolitan area adjacent to the expressway and to public transportation. This means that veterans can travel from the center to the public employment office in 30 minutes by public transportation or 20 minutes by private automobile.

Currently, as in recent years, there has been a balanced labor supply in the Milwaukee area, and the unemployment rate has been below the nationwide average. The generally favorable climate for employment and the convenient geographical location of the local Veterans Employment Representative's office have facilitated the normal process of referring veterans for assistance in obtaining employment. It has also made easier the exchange of information by telephone, by mail, and in person, in accordance with existing agreements between the Employment Service and the Veterans' Administration. Nevertheless, as everyone working actively in the field of rehabilitation knows, there are always problems and difficulties in placement of the handicapped.

After medical, surgical, and psychological treatment has restored a veteran to a degree of physical and emotional health tnat enables him to work again, the final important step

Dr. Desmond D. O'Connell is Chief of the Counseling Section, Psychology Service, VA Center, Wood, Wis. Kenneth Vogt is Veterans Employment Representative, Milwaukee local office, Wisconsin State Employment Service.

is securing suitable employment. This has become increasingly difficult. A number of factors contribute to the difficulty. The veteran whose primary disability has been a nervous disorder may also now have physical disabilities or limitations. A veteran with a permanent physical disability has often incurred additional disability and may also have chronic psychological reactions to his disability that limit his placement potential. Thus, among the hospital patients and domiciliary members referred for counseling and rehabilitation, there are currently a greatly increased proportion who have multiple disabilities, compared with the years immediately after World War II.

Another factor is age itself. During the years immediately after World War II, most of the veterans referred for counseling were between the ages of 20 and 35. At the present time, most are between the ages of 40 and 60. The problems encountered by the over-40 worker seeking employment are well known.

The increasing difficulty which these veterans are having in finding jobs is reflected in followup figures. Several years ago, a followup of postdischarge patients and domiciliary members referred to counseling at Wood indicated that approximately 71 percent were employed at time of followup. A more recent study revealed that only 52 percent were employed. Moreover, a 20-percent random sample of all patients in the hospital revealed that approximately 40 to 50 patients, about 4 percent, in the hospital at any one time desired help in obtaining employment upon leaving the hospital. In addition, there are a certain number of domiciliary members who are able and willing to work if they can obtain suitable employment but who have become discouraged by their unsuccessful efforts to secure jobs. This situation was of serious concern, and a plan was developed to attack the problem on a broad front.

At the counseling level, increased time and attention were given to placement counseling on both a group and an individual basis. By placement counseling we mean helping the veteran to do a better job of placing himself by attention to such things as: How to present his assets more effectively, how to handle questions about his disability, how to handle himself effectively in an employment interview, where to look for job leads, and how to make use of community agencies and facilities which may help him. This counseling is designed not only to increase his knowledge and skill in going about jobhunting in the most logical and effective manner, but also to increase his confidence and motivation. To assist in this aspect of the program, a volunteer worker was recruited through the VAVS staff at Wood in September 1961.

The second step in our program was the establishment of the VET–PEP Committee. Upon the recommendation of the Chief of the Counseling Psychology Section and the Chief of the Psychology Service at Wood, and with the concurrence and support of the Center Director, the Chief of Staff appointed a special subcommittee of the VAVS in July 1963. This subcommittee later became known as the VET–PEP Committee. Membership includes the VA Staff Director of Voluntary Service, Chairman; and representatives from the American Legion Auxiliary, Amvets, Jewish War Veterans, Masonic Service, Military Order of Purple Heart, Veterans of Foreign Wars, the VA Staff Psychology Assistant for job placement liaison in the Domiciliary Community Placement Program, and the VA Staff Consultant to the Committee and liaison for hospital patients. The local Veterans Employment Representative of the ES Milwaukee office provides liaison with the Wisconsin Employment Service.

The third step was the employment, in October 1963, of a psychology assistant in the Counseling Section of the Psychology Service to intensify placement and followup services to the domiciliary veterans who are ready for employment. The psychology assistant was employed as an integral part of the special community placement program in the domiciliary at Wood. The employment of psychology assistants for placement and followup functions in VA hospitals, domiciliaries, and outpatient clinics was authorized by the VA Department of Medicine and Surgery in March 1963 in response to a continuing and growing demand.

Role of the VET–PEP Committee

The members of the committee do not engage directly in placement activity. It is a basic policy of the committee that all veterans be asked to register with the Veterans Employ-

ment Representative of the ES either during one of his liaison visits to the hospital and domiciliary or by going to the local employment office. Information on the veteran's background, qualifications, and limitations is furnished to the Veterans Employment Representative in accordance with existing agreements.

The purpose of the VET–PEP Committee is to increase communication with employers in the community, to promote public understanding and acceptance of handicapped veterans as employees, and to publicize the qualifications of hospital patients and domiciliary members currently seeking employment.

A VET–PEP list is published at intervals describing briefly the principal qualifications and limitations of veterans at Wood (or recently discharged from Wood) who are seeking employment. The list is published without identifying the veteran by name and is circulated to the local chapters or posts of each of the 52 Veteran Service organizations registered as part of the VA Voluntary Service at Wood. The list is also sent to the local Veterans Employment Representative in Milwaukee and to the State Veterans Employment Representative.

Through donations by some of the member organizations, the committee has provided funds to pay for "work-wanted" advertisements in the newspapers. We have found that these ads consistently produce job opportunities. The committee has also provided from these funds the cost of transportation for job hunting and loans for work clothing when needed.

Role of the VER

One recommendation of the VET–PEP Committee was for increased service and closer liaison with the Veterans Employment Representative to promote job referrals of veterans ready for discharge. An agreement was reached to have the local Veterans Employment Representative interview eligible domiciliary members and hospital patients on a biweekly schedule at the Center. It is felt that expanded placement possibilities and a bolstering of the morale of the interviewed veterans have resulted from this arrangement.

Veterans referred to the local State employment office are preceded by hospital records. The individual veteran records provide factual backgrounds and practical vocational plans developed by the VA Hospital Counseling Section for the guidance of the Employment Service.

The WSES counselors utilize VA comprehensive testing reports and recommendations and in some instances supplement them with the Employment Service GENERAL APTITUDE TEST BATTERY findings. The Veterans Hospital and WSES Veteran Counselors exchange background data in addition to information on aptitudes, potentialities, and personality characteristics of the veteran. This combined effort aids the rehabilitation and orderly adjustment of the individual to community life and responsibilities. This guidance of the veteran continues in transition from the more sheltered hospital or domiciliary life to assumption of his rightful place in the work force of the community.

Veterans whose previously acquired skills are no longer marketable are considered for possible retraining in a new occupation under the provisions of the manpower development and training program or under the State-Federal vocational rehabilitation program. This enables the veteran to compete in the ever-changing job market.

For each veteran referred and placed in a job, the Employment Service provides the Veterans Hospital with the name of the individual obtaining employment, the name of the employer, and the nature of the specific job for which he was hired.

The two agencies, in addition to exchanging information on individual veterans, work together on employer job openings placed with the VA Hospital and the Employment Service. Mutual exchange of employer openings results in the widest possible referral potential for individual veterans.

Initial Results

The full effectiveness of the program on a long-term basis remains to be seen. However, some indication of the results can be seen in the figures for the past 5 months. During this time, 112 job orders were received for handicapped veterans at Wood. Of these, 23 resulted from advertisements placed in a local newspaper and in the publication of the American Legion in Wisconsin (Badger Legionnaire). Six opportunities came directly as a result of circulation of the VET–PEP list of veterans' qualifications, and 83 orders came as a result of job development by the psychology assistant in the Psychology Service and by the local Veterans Employment Representative. A few more were received from other rehabilitation agencies, such as the local State Rehabilitation Division.

A total of 134 handicapped veterans in the domiciliary and hospital at Wood were given an opportunity to apply for these jobs, and 106 of these veterans made application, resulting in 22 hires. Results are still pending on some of the applications. Ten of the job orders for which no suitable candidates were available were turned over to the local VER and to the local State Rehabilitation representative, resulting in five hires.

Future Plans

A recently initiated aspect of the placement program, introduced by the psychology assistant, is the establishment of an informal Milwaukee Community Committee of all persons working on the placement of the handicapped. In addition to the psychology assistant and the local Veterans Employment Representative, this committee currently includes placement coordinators from the local Rehabilitation Center of the Jewish Vocational Service, from Milwaukee Goodwill Industries, from the Milwaukee District office of the Division of Vocational Rehabilitation, State Board of Vocational and Adult Education, from the Milwaukee Curative Workshop, and from other agencies that work with the handicapped.

Through this informal arrangement, job opportunities for handicapped persons which are developed by the placement coordinators for

(Continued on page 38)

A Personal Approach . . .

Placing the Handicapped

LARRY O. ROWE

During April of this year, a Regional Institute on Placement Services for the Handicapped, sponsored by the college and the Division of Vocational Rehabilitation, was held on the campus of the Colorado State College in Greeley. Its purpose was to emphasize the importance of the team approach in evaluating the client's problem, arriving at a solution, and effecting a plan of action to accomplish job placement.

Occasionally it is well to remove ourselves from the structured agency setting and critically evaluate the methods we are using. Frequently, we are so submerged in our busy schedule that it is difficult to reflect on our techniques. Learning and improvement result from experience and subsequent reflection. An institute or workshop provides an environment conducive to objective consideration of our functions and their relative effectiveness.

In preparation for the Institute, each participant was requested to prepare a summary of one case involving either a mentally retarded or severely handicapped person who had been awaiting placement for an extended period.

Evaluation Process

As the various cases were presented and discussed in the series of small group sessions, one could readily perceive the *necessity for a complete and accurate evaluation* of the client's needs prior to arriving at any conclusions. In some cases, pertinent medical data had been omitted. In others, phychological, vocational, or educational information had not been obtained. It was interesting to note that, in some cases, test results appeared to be the least important information in the evaluation. We were forcefully reminded that frequently we must *consult other agencies which provide diagnostic services.* All persons engaged in rehabilitation of the handicapped must be familiar with and solicit appropriate sources for authoritative information. Successful placement of a handicapped person is dependent upon a complete and accurate evaluation.

Successful Placement

In the case submitted by this counselor, the client had been awaiting placement for nearly 3 years. As a result of information derived from the exchange of ideas at the Institute, the client has now been placed.

The young man of 23, handicapped by congenital cerebral palsy, had never been employed. By using two canes and wearing leg braces he was ambulatory, but walking was difficult. Although his motor coordination was somewhat below average, he had full use of his arms and hands. Because of his difficulty in getting around in the building, he had left high school during the 10th grade and a short time later was enrolled in business college. After completing a 9-month accounting course, he was referred to the Employment Security Agency for placement. The applicant was referred to several clerical jobs and on one occasion was tentatively hired, but a brief trial period indicated lack of proficiency in performing the assigned tasks. Another employer was favorably impressed but, because the applicant was unable to drive, transportation posed a problem.

An aptitude test administered a short time prior to the Institute revealed that perhaps clerical work was not an appropriate vocational choice. Following the Institute, the counselor obtained permission to consult the high school counselor and staff members of the business college the applicant had attended. His doctor was interviewed to determine physical capacities and prognosis. An interest inventory also was helpful in the long overdue reevaluation.

Serious personality problems can result from extended periods of unemployment, and *periodic reevaluation is necessary.* The applicant, who had become insecure and discouraged, began to change as he worked through his problems with the counselor. The client developed confidence in himself as he saw someone taking a genuine interest in his problem and as constructive steps toward securing a job were outlined.

Job Development

The counselor then reviewed the case with members of the local handicapped committee and suggestions were made as to prospective employers. The Vocational Rehabilitation Service was consulted for on-the-job training sponsorship.

With all pertinent facts available, the counselor and a member of the committee who was acquainted with the employer made a personal visit to the selected firm, an expanding business which reconditions starter motors

In a personal interview, all pertinent data are made available to the prospective employer.

Larry O. Rowe is Employment Counselor in the Twin Falls local office of the Idaho Employment Security Agency.

1964 will mark the
dent of the United Stat
ance of National Emplo
Week during the first f

I am convinced that it is morally right—socially just — economically sensible—and administratively feasible to open the door of employment opportunity to handicapped but job-qualified Americans.

Lyndon B. Johnson

The physically and mentally handicapped stand ready to assume an even greater share in our social and economic progress.

John F. Kennedy

Our handicapped citizens have proved their ability as skilled and productive workers.

Dwight D. Eisenhower

There is a need for greater public participation in activities that have as their objective the suitable employment of handicapped workers.

Harry S. Truman

year in which the Presi-
as called for the observ-
Physically Handicapped
eek in October.

Then and Now

Sometimes, when we grow impatient at the world's slow progress in granting full acceptance to the handicapped, we ought to refresh our spirits by looking back. We have come a long, long way since National Employ the Physically Handicapped Week was first observed two decades ago in 1945.

Then, the physically handicapped—including servicemen returning home with disabilities of battle—faced closed door after closed door. Few businesses seemed to want them around. Today, heartening numbers of the physically handicapped have found acceptance in almost every type of job available in America.

Then, the mentally ill had nothing to look forward to but endless days behind the gray walls of "asylums," as they were still called 20 years ago. Today, restoration through modern drugs and therapies has enhanced the ability of the mentally restored to work at all types of jobs, once given the chance.

Then, the mentally retarded were kept in back bedrooms, "shadow people" out of touch with life. Today, rehabilitation techniques have brought them out and have placed them in jobs. They are proving themselves in a surprisingly wide variety of occupations.

As we approach NEPH Week 1964, we wonder: What will the next 20 years hold for the handicapped? We have come so far, and we shall go so far . . . so very far. And, in the 20 years ahead, the President's Committee will work with and through the Public Employment Service in helping the handicapped to help themselves through gainful employment.

Harold Russell

On the first day on the job, the handicapped applicant needs and appreciates the support and reassurance of the counselor.

and generators. The counselor did not label the applicant as a cerebral palsy victim because such terms are ambiguous and may work to the applicant's disadvantage. The client was presented solely on the basis of his ability to do the job, and his limitations were described in detail. On a subsequent interview, the Employment Service representative was accompanied by the Vocational Rehabilitation counselor who explained his program. It was suggested that the applicant be hired on a trial basis. The personality traits of the applicant were discussed to facilitate the supervisory aspects of training.

Another interview was held with the applicant in which the specific tasks were explained. To avoid anxiety, the applicant must know exactly what is expected of him. The counselor than assisted him in locating housing which permitted the applicant to walk the short distance to work.

To give the applicant reassurance, the counselor visited him on his first day at work. Adequate placement must include an understanding of an applicant's emotional needs.

This personal interest in the applicant, combined with a thorough evaluation and cooperation from Vocational Rehabilitation and other community resources, resulted in the successful placement of a severely handicapped person.

Most of the stories of successful placement of the handicapped point up the need for coordinated action and for persistent promotional employer contacts. Two from Idaho tell the same story.

Jan had been sent to the L.D.S. Business College in Salt Lake City by the Idaho Division of Vocational Rehabilitation (DVR). Jan, a paraplegic as the result of an automobile accident, had completed high school at McCammon, Idaho, a small farming community. Job opportunities were practically nonexistent for a girl who lived in a wheelchair and ambulated with extreme difficulty.

The director of the business college in Salt Lake City is a member of the Utah Governor's Committee on Employment of the Handicapped and took particular interest in this popular student who excelled in all her classes and seemed so highly motivated to succeed. When Jan was ready for placement, the director referred her to the secretary of the Governor's Committee, who in turn introduced her to the Employment Service handicapped specialist in the Salt Lake City local office. From then on, it was a long struggle for 7 months before placement was finally made.

Since Jan's financial resources were limited, several times it seemed impossible for her to stay on in Salt Lake City, but each time the ES specialist prevailed upon her parents and upon Jan's landlady to maintain her a while longer. Several jobs were developed for Jan, only to be later withdrawn because of the employers' doubts and architectural barriers which Jan could not overcome.

To improve her job capability, it appeared that Jan needed more ambulation training. The Salt Lake City Health Department rehabilitation nurse was called in to provide consultation and service.

Through special arrangements and transportation provided by the ES specialist, Jan had taken the State Merit System Examination for stenographer and was high on the register when an opening developed in

the Salt Lake County Welfare Office. The personnel director was doubtful about placing her because of architectural barriers involved, but the ES specialist visited him, prodded him on the telephone, and made a real "sales pitch." The placement was made when the chairman of the Welfare Commission, a member of the Governor's Committee on Employment of the Handicapped, interceded in her behalf.

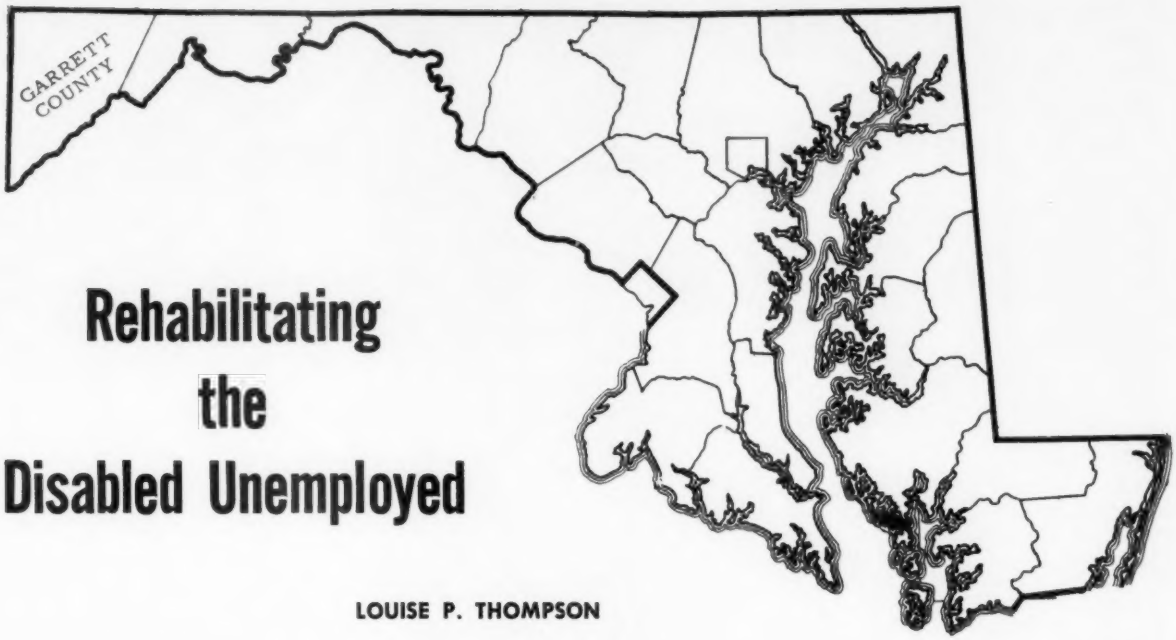
This capable stenographer has now been employed for over 2 years and is completely adjusted. When the accompanying photograph was being taken, Jan's supervisor volunteered exhibits of Jan's superior work and praised her for all her capabilities and assets.

Attack on Placement

(*Continued from page 34*)

any of the member agencies are passed on to the other agencies if they cannot be filled. This is done only with the permission of the employer, and the Veterans Employment Representative then establishes a job order for the position. This arrangement seems to be working well. It is planned to develop committee activities in a systematic but informal way by including all placement coordinators working with the handicapped in the Milwaukee area.

Other plans for the future include an intensification of employer education activities to develop a better understanding of the job potential of emotionally and physically handicapped veterans and increased follow-up with employers where veterans have been placed. It is planned to work this out through the cooperation and joint planning of the VET–PEP Committee and the local Veterans Employment Service Representative.



Rehabilitating the Disabled Unemployed

LOUISE P. THOMPSON

Through collaboration and coordination of many Maryland State services, steps are being taken to find ways to rehabilitate the disabled unemployed in what was once a coal-mining area.

Garrett County, the extreme western county of Maryland, is part of Appalachia. It is a beautiful area with lofty mountains and natural waterfalls. The summers are delightful and many vacationers are attracted by the natural beauty and recreational facilities of the region. The winters are extremely cold and bleak, with snow piling as high as 10 to 12 feet and temperatures often dipping to 20° below zero.

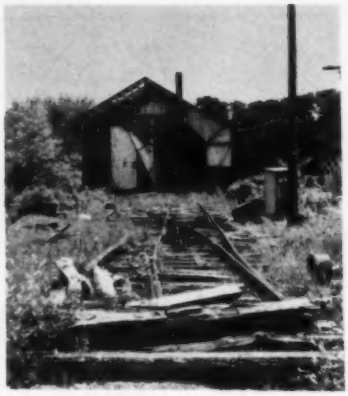
In the past, coal mining was the primary source of income for people living in this area. Now the mines are closed. After years of waiting for a rejuvenation of mining, many men, too attached to the area to seek work elsewhere, have settled into abject hopelessness. A large number of these miners, long unmindful of their health needs, are afflicted with illnesses. Prevalent among them are such maladies as asthma, chronic bronchitis, arthritis, peptic ulcers, and rheumatic fever.

The Maryland State agencies, studying similar problems since 1959, were aware of the special needs of persons with physical disabilities and ofttimes further disadvantaged by their economic, social, and cultural backgrounds. The Garrett County Welfare Board carries a heavy caseload; the local office of the Maryland State Employment Service in Oakland, the county seat, reports unemployment at a high rate; the Vocational Rehabilitation office serves many disabled individuals from this region. The Garrett County study project, therefore, was a natural outgrowth of the State's concern for citizens from this area of Maryland. The project had as its aim to evaluate the needs of a selected group of disabled welfare recipients in Garrett County and to provide for them all possible services in order to make them more employable. The failure of these persons to obtain or hold satisfactory jobs seemed to be due, in part, to factors other than their disabling conditions.

The three State agencies participating in the project were the Maryland Department of Public Welfare, the Maryland State Employment Service, and the Division of Vocational Rehabilitation of the Maryland State Department of Education. The first meeting about the project was held in July 1962 at the office of the Maryland State Employment Service in Baltimore. The Field Supervisor, Division of Standards for Local Services, Maryland State Department of Public Welfare, served as chairman of the project. In addition to the chairman, the State committee included a physician consultant for the State Department of Public Welfare; the State Supervisor of Counseling and Services to the Handicapped of the Maryland State Employment Service; the Minority Groups Employment Consultant of the Maryland State Employment Service; and State Supervisor, Division of Vocational Rehabilitation of the State Department of Education.

It was determined that there would be a State committee and a local committee, each composed of persons from the agencies involved. This plan seemed advisable in order

Louise P. Thompson is State Supervisor, Counseling and Services to the Handicapped, Maryland State Employment Service.



Such an environment offers little incentive and few opportunities.

to get a broader point of view and an overall perspective. Serving on the local committee were the manager of the Oakland Office of the Maryland State Employment Service, the director of the Garrett County Welfare Board, and the Vocational Rehabilitation counselor assigned to the area. The field supervisors of the three agencies served in advisory capacities to the local group.

The Garrett County Welfare Board selected five clients a month for the study. Standard forms were developed for the project with three sections for information from each of the three agencies.

The criteria for selection of an individual included—

1. A person under 55 years of age;
2. A person with a known physical or mental handicap which created an employment problem; or
3. A person without a known medical handicap, but who for social, vocational, or other reasons, including illiteracy, had an employment problem.

The State committee met monthly to review the cases selected and to make written recommendations back to the local committee. The local committee studied recommendations of the State committee, commented on their feasibility, and suggested modifications as needed. To keep track of the status of the cases, a checklist was completed by the local committee which served as a progress report.

A total of 25 persons was selected for this project. All were male, married, and living with their families. All had illnesses and were welfare recipients. There was a total of 84 children in these families; 24 families had children under 18. The men's ages ranged between 21 and 51. Twenty of them were born in the area, four came there at an early age, and one had moved there at age 28. Their educational level ranged from illiteracy to third-year high school. Only four had ever attended high school.

Through the concentrated efforts of the three State agencies, much positive action was taken for these men. Many health needs were met. Six persons had complete medical evaluations through facilities of University Hospital in Baltimore with arrangements made by the Area Vocational Rehabilitation Counselor. One man entered a veterans hospital for extensive treatment and one received treatment at a State mental hospital. All were under the care of local physicians; an operation was recommended for one to make him more employable, but he declined the operation.

All 25 were counseled in the Oakland Employment Service office. Many counseling interviews were required and tests were administered when feasible. Employment for these persons was very difficult to find. However, on-the-job training was developed for three of the group. One of these men lost his job because of excessive absenteeism; one, hired as a trainee in body and fender repair, could not understand instructions and was laid off after a 2-week trial period; one was placed as a repairman on motorboats for the summer season. Six were rehabilitated to the extent that they could work out their welfare grants under the Community Work and Training Project. Efforts are being made to secure counseling service for one now in the Maryland House of Correction.

A meeting of local and State committees was held in Oakland in March 1963 to review what had been done and what action was needed to increase the effectiveness of the project. At this meeting two persons were eliminated. Because of their severe medical condition, these persons lacked sufficient vocational potential to become self-supporting.

During this meeting the State Supervisor of the Vocational Rehabilitation Division reported on a special project of that agency. Funds had been made available by special grant to provide unstructured group counseling to selected vocational rehabilitation clients. Three such groups had already been organized and funds were available for another.

Unstructured group counseling was being used to learn if it is effective in helping disabled persons who are technically employable to make a satisfactory adjustment in an employment situation. Personal atti-

tudes, behavior patterns, and lack of motivation seem to be factors within an individual which are responsible for his failure to make the necessary vocational and social adjustment for employment.

Committee members unanimously agreed that a group should be established in Oakland. Twelve persons were selected by the local committee for group counseling and all were tested by the Vocational Rehabilitation counselor. There was considerable delay in getting the counseling started because of difficulty in finding a counseling psychologist to conduct the sessions. Finally, this problem was solved and the first session began on October 18, 1963. The Vocational Rehabilitation counselor and the psychologist from the Newton D. Baker Veterans Hospital, Martinsburg, W. Va., served as coordinators for the group sessions; the psychologist traveled a considerable distance for these weekly meetings.

At a joint meeting of State and local committees on June 29, 1964, the group coordinators and a psychologist who reviewed the proceedings of the project gave their interpretations and impressions of the reactions of the group.

Psychologist Studies Tapes

The psychologist who read the tapes interpreted patterns of response, subjects discussed, and indications of group development. In the early sessions the group talked about employment, then physical complaints. It was evident that the group meetings became an important thing in the lives of these people. After about five sessions, the leaders became less active, and group response and interaction became more pronounced. About three-fourths of the way through the series, most of the really important subjects were discussed. It seemed to the psychologist, as he listened to the tapes, that the group looked to each other to justify their continuing in the same pattern of life. They accepted hopelessness in finding work and looked to each other for support in this belief.

The psychologist who had acted as a group coordinator recalled that, at the first meeting, the group presented a motley appearance. He saw these individuals as sick persons—all with illnesses or handicaps. Early in the sessions, he saw attitude modification and much improvement in personal appearances. The men started to shave and put on cleaner clothing before attending the meetings. At first there was hopelessness and a dislike for all authority. Modification in these attitudes took place, and they were more socially acceptable later in the sessions.

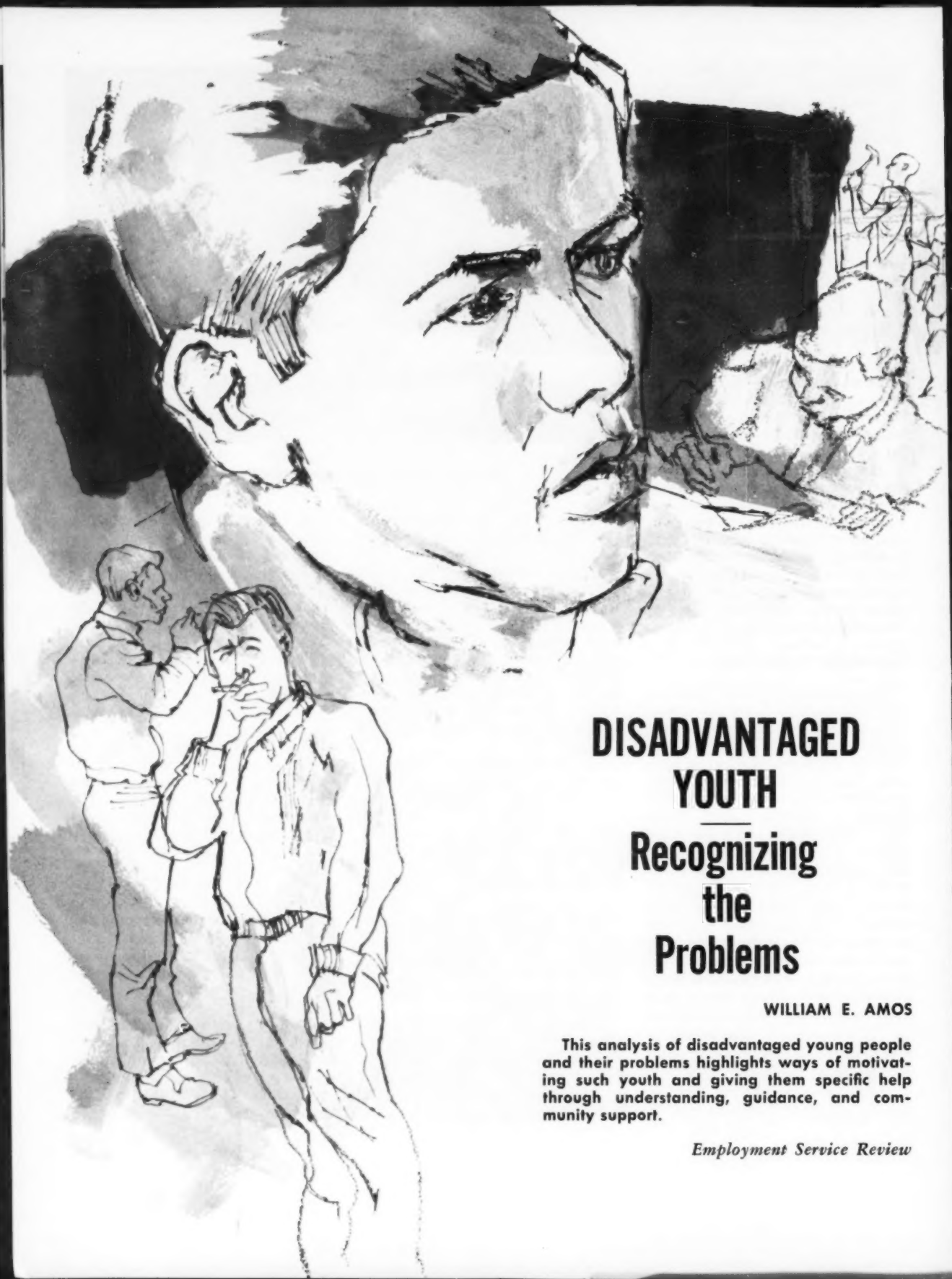
Counseling helps in developing plans for the future.

The leader believes that these people need more assistance than is provided by usual rehabilitation procedures. He felt that no one in the group has normal physical capacity, although each has something to offer. Five of the men appear to have veteran entitlements of which they were not aware. These will be checked out by the leader who is associated with the Veterans' Administration. The psychologists were grateful for the opportunity to work with the group, since it presented an unusual challenge.

There has not yet been an assessment of this project but one is planned, and evaluation forms are ready for this final stage of the project. Each local agency will complete an individual case appraisal for each of the 23 persons in the project. Also, each local agency will complete an evaluation of the project. Each individual who participated will be asked by letter to complete a questionnaire about his reactions to the project and whether he benefitted from it.

The evaluation forms are due September 1, 1964. The State committee will meet after receipt of all forms for its final evaluation of the total project.

This much can be said for the project now. It was a particularly interesting and challenging experience for all committee members. The collaboration and coordination of State services have been beneficial to each agency, but all committee members agree that the Maryland Department of Public Welfare, the Maryland State Employment Service, and the Vocational Rehabilitation Division of the Maryland Department of Education do not have enough resources to rehabilitate these persons completely. The backing of the entire community is needed when such an enormous task is undertaken. It is hoped that the project has enhanced the employability of the individuals who were the subjects of the study and that it has brought some new interests into their lives.



DISADVANTAGED YOUTH

Recognizing the Problems

WILLIAM E. AMOS

This analysis of disadvantaged young people and their problems highlights ways of motivating such youth and giving them specific help through understanding, guidance, and community support.

Employment Service Review

Increasingly, the Employment Service is confronting the challenge to assist youth who are "disadvantaged." Categorically speaking, we may define disadvantaged youth as those who have heavy liabilities which lessen their chances for competing sucessfully with their fellow citizens in all phases of life. Disadvantaged youth may be found living with their families in a world where day-to-day survival takes all their thoughts and energies. Keeping a roof over their heads and getting food and clothing pose daily problems. Many American youth are disadvantaged from birth because they are of a minority race and must make their way in a society still riddled with discrimination. Other youth are severely disadvantaged because of a physical environment which isolates them from opportunities for education and social experience in keeping with the requirements of modern life. These are the youth of city ghettos, of migrant farmworkers, or of "played-out" rural areas.

It is usually easy to recognize any one of these disadvantages in youth coming in contact with the Employment Service, but we find that countless boys and girls are disadvantaged by a combination of disadvantages. One problem grows out of another, and rarely does a youth possess one to the exclusion of others. Too often he faces the uncertain future with all of the above categories of disadvantage and more, including sometimes a physical or mental handicap, or a police record.

Dr. William E. Amos is Chief, Division of Youth Employment and Guidance Services, U.S. Employment Service.

Educational Deficiency

A major and most obvious drawback in the search for employment is educational deficiency. A youth may even be a high school graduate and still lack the ability to read or comprehend basic English, or to handle figures competently. This may be frustrating to him and bewildering to his parents. For many of them believe that no matter how a child is disadvantaged, if he once gets to school and manages to stay there, he can expect automatically to make his way when grown and to rise economically and socially above his early environment. Various studies have shown that the parents of the disadvantaged, in both city and country, may place a high value on education for their children, though they themselves are largely undereducated. Yet, in spite of this respect for education per se, a majority of these parents cannot or do not give their children adequate support and encouragement either to attend school regularly or to study at home. This lack of family support places an extraordinary responsibility on the school system. Yet these youth generally go to schools which have the poorest facilities, the most crowded classrooms, and overburdened teaching staffs. When these youth enter the labor market, the lifetime tradition of disadvantage is continued, and their deprived background is manifested in their unemployability.

In dealing with these youth, it is essential for Employment Service youth staff to recall the typical school career of a disadvantaged youth. When he first enters school at the age of 6, his deprivation may not be apparent. However, as time goes on, the effects of his nonstimulating and deprived environment will increasingly retard his progress by limiting both his interest in and ability to deal with material that has little meaning or relevance to his experience. Consequently, he will be labeled "dull." This will be accentuated by the fact that he may be noticeably slow, lacking in communication skills, inattentive, and have a short attention span. Sometimes he appears passive, the better to stay out of trouble, though inwardly he may seethe with hostility, or he may be a "troublemaker," acting out his hostility.

Still other children have moved with their families, or from one foster family to another, from neighborhood to neighborhood, from farm to city, from school to school. Some, even in the same school, are confronted by several new teachers in the same year, and must feel there is little consistency or stability in the world.

Good grooming can be fun. It should begin at an early age.

Typical and Specific Disadvantages

Youth guidance personnel are finding that disadvantaged youth typically display deficits in language development of varying types and seriousness. They cannot speak, read, write, or understand the English language competently. Numerous authorities feel that our school programs very often fail to consider the handicaps which abstract, book-oriented, middle-class curricula and testing programs place upon youth coming from cultures where communication is largely accomplished through word of mouth rather than the printed word.

Youth coming from an "oral-aural" tradition are often able to communicate effectively face to face or in acting out situations with their peers, but printed materials which they cannot read, or which have a low interest level, will, of course, be ignored. Such youth need a "total push" program to develop language skills through individualized remedial instruction, with realistic materials, vocabulary enrichment, training in study habits and self-discipline, and speech therapy, where necessary.

Youth specialists must be alert to recognize such deficiency, so that such youth can be referred to appropriate services in the community. With proper motivation and concentration, they can be helped to qualify for employment from which they previously have been barred.

Many youth are disadvantaged because of the mobility of their families or their own homelessness. Their education has suffered as a result of transferring to various schools, and for them instability has become a way of life. A youth thus handicapped may be of a family which moved from a depressed rural area to a bewildering city slum. He may be one of the children in a migratory worker's family. He may move with his family (often with only one parent) from one rundown city slum to another. He may have only foster parents, sometimes several in a single year.

Occasionally, youth employment specialists have found that these very difficulties have resulted in the development of qualities of resourcefulness, initiative, realism, and flexibility. These boys and girls have learned that they must be adaptable and look out for themselves. And these are all qualities which, though born of deprivation, can be assets in getting and holding a job. However, mobility does not usually have such salutary effects on young people, and the resultant handicaps demand various solutions.

In addition to the disadvantages identified above, the most universal, the most massive, the one shared by most, is undoubtedly socioeconomic. Being children of third- and fourth-generation poverty, they have no personal experience in the world of comfort and well-being that they have seen unfolded in the unbelievable panorama on television and in movies and schoolbooks. They see their fathers and mothers working in dead-end jobs, or not working at all.

For their own futures, they do not identify with any vision of personal success. As they go through school, they carry with them attitudes drawn from their home surroundings. And these attitudes do not agree with those of teachers, educational organizations, or textbook publishers. And as these youngsters get into their teens, and on the threshold of jobs, the effects of deprivation are sharply etched on their personalities. They bear the marks of poverty and fear, and they are frequently barricaded behind a wall of silence because of a basic inability to relate to this new and alien culture.

Job Gains of the Disadvantaged

Job counselors have found that, while many techniques of vocational guidance are applicable in dealing with any youth, successful service to culturally deprived youth calls for specialized knowledge. For example, in addition to understanding their backgrounds, it is important to understand their goals.

In the first place, goals of disadvantaged youth are usually short range, rather than long range. They are preoccupied with immediate needs for money to buy food, clothing, and housing. It is difficult for them to think of future career possibilities when there is desperation about the present. Referral to temporary jobs and encouragement to return to the Employment Service when laid off are often helpful, as this provides some work experience as well as funds.

Underlying the absence of long-range goals is the characteristic of passivity noted in sociological research on disadvantaged youth. They may feel there are so many counts against them there is no use trying for the kind of job they might have dreamed about. Often these youth have experienced so much failure in school and elsewhere that they have little faith in their own ability to get ahead. And, in fact, they do not know where there is to go. Their self-esteem is so low that they shrink from discussing their problems, feeling people would not understand. This is one reason why many youth lose jobs or walk out of them needlessly. Often a discussion with the employer could iron out difficulties that to the youth seem insurmountable, especially in view of their limited communication skills.

Job goals of another extreme are somewhat easier to deal with. These are the ambitions of some disadvantaged youth for the so-called "glamour" jobs. They wish to be professional athletes, singers, or entertainers—occupational areas which have afforded unusual opportunities for some minority group youth. While usually unrealistic, such goals are common among young people from all types of backgrounds, and are healthier than an absence of ideas or ambitions.

Rural youth have many of the same problems, as well as others which have come about through the difficulties of adjustment to the mechanics and social mores of life in a town or city environment. Aspirations of the farm youth have been noted as being somewhat low, perhaps reflecting, in part, a lack of information on occupational opportunities. The parents, as their parents before them, have always lived on the farm. Consequently, they are not

A job training program in prospect.

equipped to be of much help to sons and daughters who must leave familiar surroundings and migrate to the city. Successful models in a wide range of occupations are rare in farm environments; therefore, a rural youth has little chance personally to identify with someone who is an established success in his chosen field.

Obstacles to Employment of Disadvantaged Youth

As a result of some or all of these problems, the disadvantaged youth may be severely limited in their employability. The principal manifestations may include the following:

- They may function below their potential due to a deficiency in educational background, or because they do not know of the various employment opportunities to which they could aspire.
- They may have such low self-esteem that it is difficult for them to see themselves as able to acquire or hold jobs for which they are otherwise capable. They may even be reluctant to train for better jobs in the belief they will find nothing open to them.
- They may be socially undeveloped, act impulsively, have difficulty getting along with coworkers and em-

ployers. They may not understand how to accept supervision, to develop and learn under it, or to tolerate any implied criticism. They may be irresponsible, and lacking in middle-class standards of reliability. They may not show up on time for interviews, may be late for work, or not show up at all for several days, for punctuality is often not expected or practiced in their home environments.

• Some may be bitter and disillusioned, with hidden or obvious hostility. Others will have a sense of powerlessness in the face of overwhelming obstacles. Others will compensate with an overaggressive manner, but more will be inarticulate and withdrawn from adults.

• Many disadvantaged youth are products of inferior segregated schools that have not prepared them to succeed in a competitive society. This is true not only of those young people who have failed to complete high school but also of many of those who have graduated without acquiring the necessary basic skills to allow successful occupational growth.

Motivating Disadvantaged Youth

Raising the level of aspiration of a disadvantaged youth who would enter the world of work may well be a long-term endeavor. He must be shown that the world can be friendly, that people want to help him. He must realize that the climb upward is made one step at a time, and that every bit of work experience will add to his skill and knowledge. He must understand that aptitude and other tests are only ways of finding a clue to his potential, and not for putting him on the spot, and not like school tests which one passes or fails. Further, he must be given the opportunity for more testing after he is exposed to richer experiences.

Counselors who work with disadvantaged youth feel it often takes longer to establish rapport with them. This means that extra time and extra energy must be expended. Every effort must be made to show understanding and a desire to help. Warmth, empathy, sincerity must be conveyed. Disadvantaged youth are hypersensitive to insincerity and lack of interest, as these attitudes reflect the inferior self-image they often have. Great patience will be required because of a lack of responsiveness in some of the youth, and possibly a very negative attitude, even mistrust of most adults, including the counselor.

Those who have worked with disadvantaged young people feel that group guidance is one of the best means of motivating them. Through hearing problems discussed at group guidance sessions, they come to realize that these problems are shared, not solely personal. They listen to their peers and value their opinions more than those of adults, though care must be taken in leading such groups not to reinforce weaknesses related by some, who might, with braggadocio, make them sound attractive and worth emulating.

Some of the disadvantaged youth from rural areas are also members of a minority group—Spanish-American, Indian, Negro. Others are mountain whites from depleted mining regions. Others have grown up in abject poverty in the backwoods and the hills in economically exhausted sections of this country. The entire sphere of knowledge of these young people must be broadened if their aspirations are to develop. It is well to realize that rural youth often have an independent outlook; they prefer to be their own bosses and to work with their hands. Adjustment to technical or service jobs in the city can be very difficult for them, but their independence and manual inclination can be utilized to distinct advantage.

Special approaches are needed in dealing with a youth who is disadvantaged because he has served time in a correctional institution. While this is unquestionably a handicap, he may have acquired a skill while in detention, also habits of regularity and conformity, plus consistency of direction and routine living that he never knew before in the deprived neighborhood from which he came. It will be important in dealing with him to help him understand that, while the prospective employer will know of his record, he is still willing to give him a chance. This will make for a sense of security and self-confidence that could be a bridge to success. He must also be made to realize, however, that some employers will not be able to give him a chance because of regulations of bonding companies or for other valid reasons.

Community Responsibility to the Disadvantaged Youth

The number of persons and agencies concerned with youth problems has multiplied phenomenally in recent years. This represents a real breakthrough in public understanding of the many factors involved. Massive and continuing publicity about poverty, minority problems, youth unemployment, school dropouts, and juvenile delinquency has succeeded in arousing the public conscience, and has consequently stimulated action at many levels and under various disciplines all over the country. Newspapers, magazines, television, radio, and all other media continue in a climate of urgency to keep the public aware of the problems.

This new community awareness, a prerequisite to community responsibility, is essential to reverse the process of accumulating disadvantage.

(*Continued on page 52*)

President's Committee Holds Annual Meeting

THURZA M. YOUNG

A speech by President Lyndon B. Johnson highlighted the Annual Meeting of the President's Committee on Employment of the Handicapped in Washington, D.C., April 30–May 1.

The 2-day meeting brought together approximately 2,000 employers, representatives of State employment and rehabilitation agencies, civic organizations, groups interested in rehabilitation and employment of the handicapped, and interested individuals from all over the United States and seven foreign countries—Canada, Great Britain, India, Israel, Italy, Japan, and Sweden. The delegates, both volunteers and professionals, came to Washington at the invitation of President Johnson.

The objective of the meeting was to focus national and international attention on the importance of rehabilitating and employing the handicapped. The program also concerned itself with employment of the mentally restored and the mentally retarded, rehabilitation under workmen's compensation, medicine's role in the program, the role of the Federal Government, the contribution of the rehabilitation workshop, getting company policy down to the supervisor and implementing it, and techniques of getting the hire-the-handicapped message across to the public.

Two guests on the platform at the opening session were proof that handicaps need not handicap.

William Gargan, a motion picture and TV star, lost his ability to speak following a larynx operation. But he struggled to learn to speak without a larynx and today is very active in behalf of others similarly afflicted.

S/Sgt. Donald N. Hamblen successfully fought discharge from the Marines despite the loss of a leg 2 years ago. He is a member of the crack First Force Reconnaissance Company and carries on the full duties of his outfit—as paratrooper, ranger, and frogman.

The entire conference was a tribute to the late Gen. Melvin J. Maas who died on April 13, the 10th anniversary of his appointment as Chairman of the President's Committee.

In his first appearance since his appointment as Chairman on April 18, Harold Russell welcomed the gathering and pledged his efforts to carry on the work of the Committee toward the goals set forth by General Maas.

Speaking in retrospect, Gen. Graves B. Erskine, USMCR Ret., paid tribute to General Maas. General Erskine was formerly head of the Retraining and Reemployment Administration which, in 1946, established a Citizen's Cooperating Committee, a forerunner to the President's Committee.

Howard K. Smith, news commentator with the American Broadcasting Co., gave a "Tribute to Courage" in honor of the Handicapped American of the Year, Jerry J. Walsh.

President Johnson, who was introduced by Secretary of Labor W. Willard Wirtz, spoke briefly about where we stand in the massive struggle to increase job opportunities for handicapped workers. "We have made sound progress—and prospects for real progress are bright," he said.

Following his address, the President awarded the President's Trophy to Jerry J. Walsh, the Handicapped American of the Year. Mr. Walsh, 41, was stricken by rheumatoid arthritis at the age of 18 and was bedridden for 7 years. Since two operations in 1947 made it possible for him to get about with the aid of a crutch and a cane, he has traveled over 63,000 miles in behalf of arthritis sufferers. (For further details, see inside of back cover.)

President Johnson also presented certificates and cash awards to the

President Johnson greets General Erskine at the annual meeting. Others in the photo are S/Sgt. Donald N. Hamblen and Jerry J. Walsh.

Thurza M. Young is in the Branch of Technical Publications, U.S. Employment Service.

The winners of the writing contest received their awards from President Johnson. Left to right: Carol Greenwood, Lawton, Okla., fifth prize ($200); Jocelyn L. Weinberg, New Orleans, La., fourth prize ($300); Pat Howell, Fredonia, Kans., third prize ($400); the President; Margaret Terese Frawley, Eau Claire, Wis., second prize ($600); Donald J. La Voy, Reno, Nev., first prize ($1,000).

national winners in the 1964 "Ability Counts" writing contest.

The five winners had competed with tens of thousands of juniors and seniors in public, parochial, and private schools in 46 States, the District of Columbia, Puerto Rico, and the Virgin Islands on the subject "How Handicapped Workers in My Community Are Proving That 'Ability Counts.' "

The 16th annual contest was part of the President's Committee overall educational program aimed at making more persons aware of the problems facing the handicapped in obtaining jobs, the efforts being made to help the handicapped help themselves, and the admirable accomplishments of many severely disabled individuals.

The contest requires the entrants to base their written reports on independent field trips to local places of employment, local offices of vocational rehabilitation, and public employment agencies, and to interview handicapped workers, employers, labor officials, and community organizations serving the handicapped.

First prize of $1,000, known as the Judge Robert S. Marx Memorial Award in honor of the late Cincinnati jurist who was the first National Commander of the Disabled American Veterans, went to Donald J. La Voy of Reno High School in Reno, Nev. The other winners were: Second: Margaret Terese Frawley, Regis High School, Eau Claire, Wis. ($600); third: Pat Howell, Fredonia High School, Fredonia, Kans. ($400); fourth: Jocelyn L. Weinberg, Alcee Fortier High School, New Orleans, La. ($300); and fifth: Carol Greenwood, Lawton High School, Lawton, Okla. ($200).

All prize money was contributed by the Disabled American Veterans. Plaques were sent to the high schools represented by the five national winners.

The top winners and 44 other first-place State winners attended the meeting through the courtesy of the AFL–CIO State Federations and Councils.

The theme for next year's contest is "How the Handicapped Are Overcoming Barriers to Employment in My Community."

Some of the other events which added interest to the 2-day meeting included a dance presentation by students from Gallaudet College for the Deaf, a new one-act play "Heart of the House" introduced by Miss Katharine Cornell, and the premiere of a new 10-minute movie "Scenes To Remember," made up of dramatic highlights of five outstanding Hollywood films about handicapped persons. These films were "The Stratton Story," "Johnny Belinda," "Sunrise at Campobello," "Dr. Kildare," and "The Best Years of Our Lives." The last featured Harold Russell, the new Chairman of the President's Committee.

On February 13, 1964, Mrs. L., age 31, registered with the Smaller Communities Team at its temporary office in Machias, Maine. She had filed for unemployment insurance and was referred to the Smaller Communities Team by the claims-taker at the itinerant point.

Mrs. L. presented an unusual case. Both of her legs had been amputated above the knee at the age of 4, necessitating the use of prosthetic limbs. As a result of a birth defect, she has a complete thumb and little finger on her right hand, with the other three fingers formed only to the first joint. Her left hand is normal. Her teeth were poor and presented a bad appearance. Her adjustment to these handicaps was so remarkable that it was only toward the end of the interview that they were fully noted.

In the course of the interview, it was learned that she had been employed as a sardine packer for 14 years, standing 8 hours a day and having to work very quickly and deftly with her hands. Prior to this, she had worked briefly as a bobbin filler in a rayon mill, and had operated a pressing machine in a local drycleaning establishment.

Mrs. L. also had graduated from the commercial course in high school, one of the highest in her class, and had led a normal life, including dancing and sports.

Mrs. L. has three small children and a husband who is too ill to work, thus making her the sole support of the family.

She expressed a strong desire to get into clerical work and asked to take the full GATB, along with the typing and spelling tests.

Mrs. L. was given all the tests and qualified with a typing speed of 30 words a minute, and a spelling test grade of C.

Her case was referred to the supervisor of counseling and testing for the State and to the Vocational Rehabilitation Representative for help in getting some dentistry to improve her appearance. As a result, Mrs. L. has a full-time clerical position pending at the new Community Hospital in Machias when it opens in the fall.

Year-Round EPH Committees

JAMES MASSENBURG

Interest and enthusiasm about hiring the handicapped reaches a high pitch during NEPH Week, but continues on a year-round basis through a State program instigated by the Governor and carried on by local Employ the Handicapped Committees working in cooperation with the Employment Service.

Local Employ the Handicapped Committees and the active interest of Employment Service staff are essential to the success of a year-round program of services to the handicapped. Since placement of the handicapped takes place in the locality, community participation and cooperation are vital.

In order to develop a strong program, the North Carolina Legislature of 1961 established a Governor's Committee, and directed the Governor to appoint a chairman and an executive committee of 15 members representing industrial and professional groups, and to require the committee to meet once every 3 months.

The Governor usually invites the Executive Committee to luncheons at the mansion for these quarterly meetings. An additional 40 members of the committee were appointed by the Governor, who is ex officio chairman of the committee. The act further provided that funds for operating the office of executive secretary be appropriated from the contingency and emergency fund with the approval of the Governor and Council of State. This action provides the foundation for a strong Governor's Committee.

At its first organizational meeting in 1961, the committee requested the Governor personally to invite each of the mayors in the State to appoint a chairman and a committee to be designated as the local Mayor's Committee. In his invitation, the Governor suggested that a member of the local Employment Service staff be assigned as secretary in order to have a liaison between the employment office and the Mayor's Committee.

The Governor's request received instantaneous response; 67 mayors appointed local committees. As expected, the mayors consulted with the managers of the Employment Service offices on appointments, and outstanding employers or their representatives accepted chairmanships of the committees. Fortunately, these included the personnel directors of the larger companies. This led to a change of policies in many plants throughout the State in the hiring of the handicapped.

The Governor's Committee, through the office of the executive secretary, urges monthly meetings of the Mayors' Committees. Approximately half of the committees now hold such meetings, at which representatives of the Employment Service and rehabilitation offices, working as a team, present two or three handicapped applicants to the Mayors' Committees for placement assistance. A majority of these applicants are severely disabled, but placement results through the efforts of the committees have been very successful.

The Mayors' Committees were encouraged to have subcommittees on publicity, employment, awards, and the "Ability Counts" contest. The office of the executive secretary continuously funnels promotional material to the local employment offices and to the chairmen of the Mayors' Committees. It also reproduces and transmits essential material from the President's Committee. An important duty of the executive secretary is to visit the local employment office staffs and to participate in meetings of the several Mayors' Committees. He also appears before civic and personnel groups to explain the activities of the local Mayors' Committees.

Raleigh Mayor Reid presents Governor's Committee certificates to William Bass, an epileptic-polio victim, and employer Ronnie Shavlic.

James Massenburg is Executive Secretary, North Carolina Governor's Committee on Employment of the Handicapped.

The High Point, N.C., Committee presents awards.

In addition to assisting handicapped job applicants, the Mayors' Committees have responsibility for selecting the Outstanding Handicapped Worker and the Employer of the Year in their areas. There were 27 such selections the past year. For each, a luncheon meeting was held honoring the recipient, at which Governor's Committee award certificates were presented. A boost to these award luncheons was the presentation by B'nai B'rith of a $25 Government bond to each outstanding handicapped person. These award luncheons provide valuable publicity for the program.

It is helpful to select a subchairman of the "Ability Counts" committee who participates in PTA activities, since many high schools are reluctant to go into the contest. However, when the school principal is contacted by an active PTA parent, he usually makes an effort to cooperate. The number of contestants is increasing each year. While not all Mayors' Committees are active, they are willing to work if they are presented with programs that need their active support. The staff of the local employment and vocational offices can be of inestimable value in sustaining active NEH Committees.

A review of the annual placement statistics of the Bureau of Employment Security indicates the value of the promotional activities of NEPH Week in October. These statistics reveal that many States have marked increases in placements of the handicapped during October, but fall to a mediocre placement record during the remainder of the year. This indicates the importance of a year-round promotional program at the local level. NEPH Week is a tremendous stimulus to the handicapped program, but its real value can be realized only if the enthusiam generated is followed up throughout the year. NEH Committees are more than willing to assist in this effort.

The Employment Security Commission of North Carolina requires the secretary of the Mayor's Committee, who is a staff member of the local office, to submit a NEPH Week Summary of the activities of the Mayors' Committees. It is satisfying to review these reports. The publicity through the media of press, radio, and television is surprisingly extensive. Each summary contains numerous pictures of handicapped people, meetings of the committee, and appearances of members before community clubs. There is statewide coverage through these media supplementing the national spot announcements. All this encourages local Mayors' Committees in their efforts to promote the handicapped program.

The North Carolina program still has a long way to go. However, with the continued cooperation of the Governor, the Governor's Committee, Mayors' Committees, and agencies concerned with the problems of the hadicapped, we look to the future with confidence.

Bill of Rights

(*Continued from page 27*)

disability. Instead, our applicant is described in a confident, but simple and direct manner. Lasting placements have been made this way, and to date there have been no reproachful telephone calls from employers to the effect that the applicant was not as we described him to be. We have no mental list of employers whom we have to avoid in the future.

Our public relations policy, happily, is working. Its intrinsic decency appeals to employers who are weary of the often obvious manipulations of the hard, or even the soft sell. Its long-range practicality interests businessmen aware of the value of such thinking. Its concern for the rights of all people, handicapped or not, to be individuals places no heavy burden on our applicants to perform as perfect pioneers for the handicapped.

There have been occasions, as in any office, when one of the applicants placed by us has not proved to be suitable or diligent, or an asset to the employer, but the contact for the hiring of the handicapped worker has not been lost. The applicant concerned has been evaluated as any other worker would be. There has been no transference of criticism of the individual to generalizations about the disabled as workers. He is one individual and is placed as such and not as a representative for handicapped workers who must perpetuate grand illusions. We need not encourage the creation of illusions either. Our invitation to continue our services is much more secure without them.

Handicapped Workers Share in MDTA

Nearly 5,700 handicapped persons participated in MDTA institutional training through the end of June 1964—about 7 percent of the 85,000 trainees enrolled since the program began in September 1962. This proportion of handicapped trainees compares with the approximately 12 percent of handicapped workers among all the unemployed. Enrollment of handicapped trainees in MDTA courses, which supplements retraining provided by the Vocational Rehabilitation Administration, was more than twice that at the end of June 1963, reflecting public Employment Service efforts to extend training opportunities to larger numbers of disadvantaged workers.

Almost half of the handicapped trainees enrolled in projects in eight States. The largest groups were in Pennsylvania (740), California (435), and New York (389). Kentucky, Connecticut, Massachusetts, Ohio and Indiana each have enrolled 200 or more handicapped trainees.

Sex and Family Status

More than 80 percent of the handicapped trainees are men, considerably above the proportion of all men enrolled in MDTA courses through June 30, 1964, and the proportion of males among the Nation's unemployed (about 60 percent each).

Nearly 80 percent of the handicapped men trainees were heads of families or households, compared with slightly more than 70 percent of all men trainees in the MDTA program. Similarly, about 45 percent of the women handicapped trainees are family or household heads—well above the average of all women receiving training.

Age

About 65 percent of the handicapped trainees enrolled in the MDTA program were 22 to 44 years of age, whereas less than 60 percent of all MDTA trainees were within this age range. The proportion of handicapped enrollees in the age group 45 years and over was nearly twice that for all trainees. In contrast, the percentage of handicapped trainees under 22 years of age was only half of that for all trainees in the program. Proportionately more women than men among handicapped trainees tended to be in the older (45 and over) and younger (under 22) age categories.

Education

Slightly over half of the handicapped trainees, compared with about 40 percent of all MDTA trainees, had failed to complete high school. Among all the Nation's unemployed, over 60 percent were school dropouts.

Women handicapped trainees tended to have more schooling than the men. More than 60 percent of the women, compared with about 46 percent of the men, had obtained at least a full high school education.

Duration of Employment

Fifty-five percent of the enrolled handicapped trainees have been jobless for 15 or more weeks, compared with 48 percent of all MDTA trainees, and double the proportion among the Nation's unemployed. Greater incidence of long-term unemployment among the handicapped probably stems from continuing (although somewhat diminishing) misgivings about their job performance and capabilities. Smaller proportions of women and nonwhites with a background of long-term unemployment were among the handicapped than among all MDTA trainees.

LATEST TRAINING HIGHLIGHTS

Under ARA Program

(As of August 1, 1964)

Approved training projects	761
Total trainees approved	34,517

Employment Status

(Nov. 1961–June 1964)

I. Completed training	20,732
A. Obtained employment	15,544
Training-related	14,040
Nontraining-related	1,504
B. Referred for employment, awaiting referral, and other (including status unknown)	5,188
II. Employment Service placement activity	
A. Placed by ES	9,945
B. Other	5,599

State Agency

Trainee Selection and Referral Activities

(Sept. 1962–June 1964)

Screening interviews	87,134
Counseling interviews	21,779
General aptitude tests	11,558
Specific aptitude tests	20,168
Proficiency tests	2,100
Referrals to training	19,689

Under MDTA Institutional Program

(As of August 1, 1964)

Approved institutional training projects	3,590
Total trainees approved	171,104

Employment Status

(Sept. 1962–May 1964)

I. Completed training	44,625
A. Obtained employment	32,565
Training-related	28,871
Nontraining-related	3,694
B. Referred for employment, awaiting referral, and other (including status unknown)	12,060
II. Employment Service placement activity	
A. Placed by ES	21,696
B. Other	10,869

State Agency

Trainee Selection and Referral Activities

(June 1962–June 1964)

Screening interviews	884,195
Counseling interviews	244,809
General aptitude tests	132,634
Specific aptitude tests	135,765
Proficiency tests	19,251
Referrals to training	120,061

Characteristics of Handicapped Trainees Enrolled in MDTA Courses From September 1962 Through June 30, 1964

Characteristics	Total		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
Total enrolled	5,693	.....	4,659	.....	1,034	.....
Percent of total	.....	100.0	.....	81.8	.....	18.2
Family status:						
Total [1]	5,679	100.0	4,648	100.0	1,031	100.0
Head of family or household	4,133	72.8	3,679	79.2	454	44.0
Other	1,546	27.2	969	20.8	577	56.0
Age:						
Total	5,693	100.0	4,659	100.0	1,034	100.0
Less than 19	175	3.1	135	2.9	40	3.9
19–21 years	725	12.7	591	12.7	134	13.0
22–44 years	3,725	65.4	3,104	66.6	621	60.0
45 years and over	1,068	18.8	829	17.8	239	23.1
Education:						
Total [1]	5,689	100.0	4,656	100.0	1,033	100.0
Less than 8th grade	362	6.4	316	6.8	46	4.4
8th grade	730	12.8	656	14.1	74	7.2
9th to 11th grade	1,818	32.0	1,551	33.3	267	25.8
12th grade	2,279	40.0	1,748	37.5	531	51.5
Over 12th grade	500	8.8	385	8.3	115	11.1
Years of gainful employment:						
Total [1]	5,680	100.0	4,649	100.0	1,031	100.0
Less than 3 years	822	14.5	545	11.7	277	26.9
3–9 years	1,882	33.1	1,440	31.0	442	42.8
10 or more years	2,976	52.4	2,664	57.3	312	30.3
Duration of unemployment:						
Total [2]	5,284	100.0	4,316	100.0	968	100.0
Under 5 weeks	1,107	20.9	910	21.1	197	20.4
5–14 weeks	1,272	24.1	1,107	25.6	165	17.0
15–26 weeks	918	17.4	789	18.3	129	13.3
27–52 weeks	785	14.9	628	14.6	157	16.2
Over 52 weeks	1,202	22.7	882	20.4	320	33.1
Race:						
Total [3]	5,474	100.0	4,480	100.0	994	100.0
White	4,680	85.5	3,880	86.6	800	80.5
Nonwhite	794	14.5	600	13.4	194	19.5

[1] Characteristics information not available for limited number of trainees.
[2] Excludes 270 trainees classified as underemployed at the time of enrollment, 79 family farmworkers considered as unemployed because they belong to low-income farm families, and 60 enrollees for whom information is not available.
[3] Excludes 219 trainees for whom characteristics data are not available.

Source: State Employment Service agencies.

Labor Force Experience

Slightly more than 85 percent of the enrolled handicapped trainees, in contrast to less than 75 percent of all MDTA trainees, have had the 3 or more years of gainful employment required (before the December 1963 MDTA amendments) to qualify for training allowances.

More than 50 percent of the handicapped trainees had 10 years or more of previous employment experience, nearly double the proportion reported among all MDTA trainees. Almost 60 percent of the handicapped men, compared with about 30 percent of the handicapped women, had 10 or more years of gainful employment.

Race

Nonwhites are not as well represented among the handicapped trainees as they are among all trainees in the MDTA program. About one-seventh of the 5,700 handicapped trainees are nonwhite, in contrast to about one-fourth of all enrolled in the MDTA program. In 1963, nonwhites constituted slightly more than one-fifth of the Nation's unemployed. Nonwhites have accounted for about 13 percent of the men handicapped trainees but close to 20 percent of the women handicapped.

Disadvantaged Youth

(*Continued from page 46*)

All Employment Service personnel must constantly be aware of specific problems involved and work with other local agencies that can contribute to their solution. Many agencies in the community work for better development of youth, and these can be most helpful in the upgrading process.

Among the developmental agencies found in most communities are training schools, guidance facilities, and recreational, welfare, and religious organizations. Employment Service staff working with youth realize that these agencies and others can become major allies in the campaign to assist disadvantaged youth.

If the Employment Service is to serve disadvantaged youth effectively, it will have to reach out increasingly for them, bring them in for counseling and testing and assistance, and then consistently follow through with them on their individual needs, until the point is reached where they can shed the label of "disadvantaged" and compete equitably with their fellow citizens for all the opportunities that exist in this land of ours.

MANPOWER TRENDS

Employment trends have been highly encouraging during the first 7 months of 1964, with larger over-the-year gains than at any time since 1959, when the economy was recovering from a deep recession. The unemployment situation has also brightened considerably in recent months.

OUTLOOK FAVORABLE IN MAJOR AREAS

August classifications of the 150 major labor market areas regularly surveyed by the Bureau of Employment Security and affiliated State agencies reflected continuing economic improvement. Chattanooga, Pittsburgh, and San Juan shifted from Group D (substantial unemployment--generally from 6 to 8.9 percent of the labor force) to Group C (moderate unemployment--usually 3 to 6 percent). Pittsburgh has been continuously classified as an area of substantial unemployment for 6-1/2 years. Although 32 major areas are still on the substantial unemployment list, the number is down sharply from 39 in January. Areas of relatively low or moderate unemployment increased to 118 in August from 111 in January. During the same period, areas areas with relatively low unemployment rose from 13 to 24.

RECORD EMPLOYMENT CONTINUES

Total employment, rising 450,000 from June--200,000 more than seasonally--all in the nonagricultural sector, passed 72 million for the first time, reaching 72.4 million in July. Thus far in 1964, employment has been at record levels; the gain averaged 1.6 million above 1963 and exceeded an unusally large expansion in the labor force.

UNEMPLOYMENT RATE BREAKS 5 PERCENT BARRIER

Unemployment dropped 900,000 from June to July--about 300,000 more than usual between these months. At 3.8 million, the jobless total was half a million below a year ago and, so far in 1964, an average of 1/4 million under 1963 levels. Below 5 percent for the first time in more than 4 years, the seasonally adjusted unemployment rate was 4.9 percent of the labor force in July. While jobless rates declined from the previous month for all major population groups, the greatest change was in the rate for teenagers, which dropped to 13 percent in July--the lowest since late 1962.

Recent improvements appear to have broken a 10-year uptrend in unemployment. Prior to 1964, the unemployment rate in each of the last three periods of business recovery leveled off higher than where it was before the recession. This occurred in the 1955-57, 1959-60, and 1962-

64 recovery periods, until the rate began moving irregularly downward earlier this year, averaging 5.3 percent in the first 7 months, compared with 5.7 percent in 1963.

INSURED UNEMPLOYMENT UP SEASONALLY

Insured unemployment under State programs moved up seasonally by 44,000 between mid-June and mid-July to 1,350,000, as plants closed for vacations and the auto industry began temporary shutdowns for model changeovers. The rate of insured unemployment (not seasonally adjusted) edged up from 3.1 in June to 3.2 percent in July, compared with 3.7 percent in July a year ago. An estimated 115,000 persons exhausted their State benefit rights in July, compared with 119,000 in June and 129,000 last July. In the first 7 months of 1964, exhaustions totaled 920,000--about 11,000 less than during last year's period.

JULY CONSTRUCTION EMPLOYMENT AT ALLTIME HIGH

Nonfarm payroll employment totaled 59.0 million in July, declining 200,000 from June, instead of about 350,000 as expected. In contract construction, a 125,000 June-July increase (15,000 above seasonal) brought employment to an alltime high of 3.5 million. Trade, services, transportation, and finance accounted for about 120,000 of the nearly 150,000 seasonally adjusted over-the-month gain.

Since 1962, when 1960-61 recession losses had been recovered, advances in nonfarm payroll employment stemmed from the service industries. The more recession-vulnerable goods-producing and related industries lagged until February 1964, when goods-producing and transportation jobs edged above early 1960 prerecession highs.

JUNE-JULY FACTORY JOB DECLINE LESS THAN USUAL

Factory workers totaled 17.4 million in July, declining by a slightly less-than-seasonal 70,000. Primary metals continued strong, without the normal June-July drop. Cutbacks in transportation equipment resulted from the start of auto plant shutdowns for model changeovers, plus some reductions in aircraft and shipbuilding. Soft goods employment was virtually unchanged over the month, as the usual increase in food processing (45,000) was matched by declines in textiles and apparel. Factory jobs have risen 1/4 million since January, after seasonal adjustment.

HOURS AND OVERTIME AT POSTWAR JULY HIGH

Weekly hours declined seasonally to 40.7 hours, a postwar July high. Overtime, down 0.2 hour to 3.0 hours, was highest for July since the series began in 1956. Hourly earnings remained at $2.53 for the third month, while weekly earnings declined 50 cents to $103 because of lower hours.

Mississippi's Sheltered Workshop Program

CHARLES A. HUHN

The Employment Service takes an active role in a State's sheltered workshop program that provides industrial work to severely handicapped persons and ultimate job placement in the competitive labor market.

Public employment offices in Mississippi have assumed a new role by aiding in the rehabilitation process of the sheltered workshop program for severely handicapped persons. Sponsored by the Vocational Rehabilitation Division, State department of education, related social work agencies, and local civic groups, the workshop program is designed to rehabilitate handicapped persons who otherwise would be unable to compete for private employment. Multiple disability workshops are now in operation in Brookhaven, Greenwood, Kosciusko, and Jackson; a fifth, the workshop in Gulfport, heretofore confined to mentally retarded young adults, will be expanded to include multiple disabilities in the near future. The Vocational Rehabilitation Division hopes to establish additional sheltered workshops throughout the State.

Charles A. Huhn is Chief, Technical Services, Mississippi Employment Security Commission.

Each of the sheltered workshops in Mississippi is a work-orientated facility which provides the handicapped person a comprehensive evaluation, a personal adjustment training program, a program of work experience and remuneration, and ultimately placement on a job in the competitive labor market. For a few, extended employment in a sheltered situation is necessary.

Every person is treated as an individual of worth and dignity. Each is spoken of as a worker or applicant for work. Two of the workshops have been renamed "Allied Enterprises." This title suggests industrial work and removes any stigma suggested by titles designating types of handicaps. The work activity is provided by procurement of subcontract jobs from local industry and other jobs common to the local labor market. In addition to effecting the rehabilitation of the worker, the program is designed to—

- Foster a willingness among employers to hire workers on the basis of their ability to do a job;
- Encourage a communitywide acceptance of the handicapped on the basis of their likenesses and abilities, rather than their differences because of disabilities;
- Develop a community sense of obligation for providing education and training for *all* its people; and
- Give the handicapped person status by providing an incentive, a work situation, a livelihood, and a "place" in the community for him.

In aiding the sheltered workshop program, the local employment service offices are not only enlarging and enriching their own prorgam; they are also expanding their participation in community projects which benefit the several communities and the State.

The sheltered workshops in Mississippi have evolved as an answer to the needs felt by an increasing number of communities for a means of rehabilitating workers whose disabilities require a special type of evaluation, training, and work experience before they can be placed in private employment. Through its supervisor of facilities and workshops, the rehabilitation division determines the need for, and the feasibility of, establishing a workshop, and for securing tentative commitments from industry for subcontract work to support the workshop program. The local Employment Service, other social work agencies, and civic groups are consulted throughout the preliminary work. Once the need for a workshop is established, an advisory board, chosen from the community and representing as many interests and abilities as possible, is named. Local Employment Service staff members serve in an advisory capacity to this board.

The entire community is supporting the workshop project. Hubert Gilmore, Vocational Rehabilitation Division Supervisor for workshops and facilities (center), shows the Brookhaven Workshop production record to Hoyte Hart, left, manager of the local ES office, and Frank Oakes, manager, Brookhaven-Lincoln County Chamber of Commerce.

Both of these men are former employees of the Sheltered Workshop. The paraplegic is now self-employed, and his visitor is a hospital orderly.

JOBS AT THE

SHELTERED WORKSHOP

In addition to advising the board, the local Employment Service:

1. Serves on the evaluating committee for admissions, personal adjustment training programs, and placement of clients.

2. Provides labor market information concerning trainable occupations and characteristics of the unemployed handicapped. This includes information about employers in the area who might be a possible source of employment for the rehabilitated workshop trainee. This may also involve participation in surveys to locate potential trainees.

3. Takes work applications on handicapped workers desiring employment or training. A determination is made as to whether the applicant reasonably can be expected to compete in the labor market without the benefit of sheltered workshop experience. Those who cannot, and who otherwise meet the entrance criteria established by the board of directors, are referred to the evaluating committee for further consideration.

4. Develops placement opportunities for those in the workshop as they become ready for competitive employment.

As applicants are referred to the evaluating committee, a complete review is made of all information at hand, including basic case history data, such as medical, psychological, and vocational reports. As a prerequisite to referral, an application for work is filed with the local office of the State Employment Service.

The evaluating team appraises the worker in the light of information at hand. A program of adjustment training is planned, which is designed to develop his skills, abilities, and worker traits that will qualify him for a job in the open labor market.

All persons accepted have at least one severe disability, and most of them have more than one. Typical of the disabilities are: bilateral amputations, with alcoholic problem; bilateral amputations, with cardiac problem and dermatitis; slow learner, with crippled foot and epilepsy; severe sarcoidosis (a lung infection); slow learner with crippled hand and foot, and malformed body; dwarf; and mentally restored after 15 years of institutional care.

After the worker enters a training program, his progress is reevaluated periodically by the Evaluating Committee and, at the proper time, job development for his placement is initiated. Many workers have been placed in substantial and satisfactory employment. Among placements which have been successful are: farm worker, automobile salesman, schoolbus driver, self-employed in lawnmowing business, operator of a show with a carnival, truckdriver, and production worker with a local industry.

The sheltered workshop is regarded as an industry and, as such, provides employment. Care is taken in financing the program so that it will not be made an object of charity. The primary support is from shop production.

The Mississippi State Employment Service is proud to be a part of this worthwhile endeavor.

USES MAILBAG

Community Leaders

Sir:

Please accept my congratulations on your May 1964 issue of the EMPLOYMENT SERVICE REVIEW. It is excellent and useful, particularly Dr. Levine's paper.

In late September 1964, I will be addressing a Workshop on Professional Community Leaders from the State of Wisconsin. Would it be possible for me to have 50 copies of your May 1964 issue to use as part of my talk on what community leaders can do to help their communities prepare for automation?

CHARLES R. BOWEN
Manager, Educational Projects, International Business Machines Corporation, Armonk, New York

Convention Placement

Sir:

During the National Conference on Social Welfare which I attended last week at Los Angeles, I had occasion to use the professional placement facilities there on a daily basis. I thought you would like to know that I found the Placement Area to be carefully and thoughtfully organized to provide a maximum of efficiency for employers and, I presume, employees alike. I was particularly impressed with the courtesy and helpfulness which was demonstrated by all the personnel with whom I had contact. There were several instances when these people exhibited unusual patience and intelligence in dealing with the problems presented.

We have made frequent use of the Illinois State Employment Service and are much appreciative for this continuing assistance as well as the National Conference facilities in our search for qualified personnel.

HENRY KROGH, ACSW
State Consultant, School Social Work

Department Stores

Sir:

I was much interested in the article, "Department Stores Provide a Million Jobs," in the May issue of the EMPLOYMENT SERVICE REVIEW. I would appreciate copies of the complete study when they become available. I would like to forward some copies to the National Retail Merchant's Association as I'm certain that they would find the information most useful.

JEAN HEAD SISCO
Assistant Vice President, Woodward and Lothrop, Washington, D.C.

Youth Services Gain in July

Placements in nonfarm jobs totaled 548,000 in July, with the 55 major metropolitan areas accounting for about half—266,200. After adjustment for seasonal changes and the number of work days, placements in July were down 1.7 percent from the previous month.

Since July 1963, placements of youth under 22 have increased by about 2 percent, despite a 4-percent year-to-year drop in total placements. In addition, new applications from these young workers rose by more than 6 percent, while persons counseled advanced a sharp 10 percent. Placements of younger workers constituted about 30 percent of all placements made during July 1964. Nearly half of the clerical and sales placements were of youths under 22.

Clerical and Sales Placements Up Over Month and Year

Placements of clerical and sales workers, rising by more than 5 percent from June 1964 to 86,000 in July, also increased about 4 percent from the year earlier. Much of this rise reflected increased employment of election board clerks in the State of California.

Placement activity among the professional and managerial occupations held steady in July rather than experiencing the usual decline from June. Seasonally adjusted figures for semiskilled workers showed an increase from June to July 1964.

Among industries, the largest increase—about 40 percent in government—reflects primarily an expansion in local government activities in California. Placements in manufacturing industries also increased slightly since last July.

98 Percent of Placements Involve Jobless Workers

For the third successive quarter, 98 percent of the placements were of jobless workers. This proportion was verified in a review of nearly all of the 548,600 July placements and in verification surveys for the two earlier quarters.

Counseling and Testing Activity Increase

Emphasis on opportunities for youth and on training activities resulted in more counseling and testing activities this year than last. The 76,500 individuals counseled in July 1964 were slightly more than last year, while persons tested rose by more than 2 percent to 164,100. The number of youths under age 22 who received counseling has risen significantly over the year—increasing more than 10 percent to 37,400 this July. About half of all those receiving counseling are now in this age group. While overall testing activities increased by about 2 percent, individuals receiving GATB's increased by more than 7 percent and those receiving specific aptitude tests by about 5 percent from last July.

Farm Placements Down Over Year

About 1,142,000 farm placements were made in July 1964, about 2 percent more than in June, but 4 percent below last July. Major July increases occurred in the State of Washington for strawberry harvesting, in Oregon for pea harvesting, and in Pennsylvania for harvesting fruits and vegetables. Over-the-year placement declines occurred in 29 States.

Nonfarm Placements in the United States and in 55 Largest Metropolitan Areas, by Occupation and Industry, July 1964*

Occupation and industry	Placements				Percent distribution	
	Total United States	Percent change from year ago	Total 55 areas	Percent change from year ago	Total United States	55 areas
Total [1]	548,600	−4.1	266,200	−1.4	100.0	100.0
Occupation:						
Prof. and managerial	22,100	−0.1	15,600	−3.0	4.0	5.9
Clerical and sales	86,000	+5.5	49,800	+15.0	15.7	18.7
Service	176,100	−10.5	91,100	−2.2	32.1	34.2
Skilled	30,900	−3.1	14,500	−9.0	5.6	5.5
Semiskilled	76,300	0	33,900	+0.9	13.9	12.7
Unskilled and other	157,100	−4.0	61,300	−9.6	28.6	23.0
Industry:						
Construction	38,600	−10.4	12,500	−3.3	7.0	4.7
Manufacturing	121,700	+2.2	52,800	−1.3	22.2	19.8
Durable goods	54,100	−2.4	26,600	−1.8	9.9	10.0
Nondurable goods	67,600	−8.4	26,200	−0.8	12.3	9.9
Public utilities	21,200	−12.6	8,100	−13.8	3.9	3.1
Trade	121,800	−4.3	57,800	−3.7	22.2	21.7
Service	207,100	−8.9	114,400	−5.7	37.8	43.0
Government	24,800	+42.9	13,800	+151.2	4.5	5.2
Other	13,400	−3.6	6,800	−5.4	2.4	2.5

[1] Items may not add to total due to rounding.
*Includes Puerto Rico, Guam, and the Virgin Islands.

Placements of Handicapped Rise in Fiscal 1964

Even before the Wagner-Peyser Act established the Employment Service, a pioneer study by the Minnesota Employment Service in 1931–33 demonstrated that handicapped workers could perform as well as other workers when placed in jobs where the physical demands were carefully matched to their physical capacities. As a result, the Employment Service gradually developed a program for handicapped persons which became known as "selective placement." Special services to the handicapped, including counseling and job development, are authorized by the Wagner-Peyser Act of 1933, Public Law No. 16 of 1943 (providing for help to disabled and rehabilitated veterans), and Public Law No. 565 of 1954 (providing for referral by State rehabilitation agencies of handicapped workers to the Employment Service).

In fiscal year 1964, some 452,600 handicapped jobseekers filed new applications in local ES offices, 2.3 percent fewer than in the previous year. In both fiscal years, handicapped persons constituted about 4 percent of all applicants. Handicapped men seeking jobs in fiscal year 1964 numbered 345,100, 2.8 percent fewer than in the year earlier. Nearly two-thirds were in the prime working age group of 22 to 44 years. More than a third—126,500—of the handicapped men who filed applications were veterans.

Reflecting their need for special services, more than a third of the handicapped applicants received job counseling, compared with 11 percent of all applicants.

Placements of handicapped persons totaled 281,900 in fiscal year 1964, a 2.4-percent gain over the year. Among handicapped men, placements rose 3.7 percent from the year before to 219,600. Veterans accounted for half of the placements of handicapped men. Nearly 6,400 of the placements of handicapped workers in fiscal 1964 were of applicants referred to the ES offices by State vocational rehabilitation agencies, compared with 5,800 referred the previous year.

High-Skill Jobs Seek Applicants

To determine the kinds of jobs going unfilled, the USES surveyed job orders listed by local public employment offices as open at the end of July.

Over 792,200 nonfarm jobs in many occupational categories were listed with the public employment service by employers during July. Sixty-nine percent, or 548,600 jobs, were filled. Of the 243,600* unfilled jobs at the end of the month, about half, or 125,000, had been open for 15 days or more.

Significantly, 70 percent of the jobs going unfilled for 15 days or more were in occupations requiring special training, education, and skills. These openings were principally in professional, technical, and managerial occupations (29 percent); clerical and sales (25 percent); and skilled occupations (16 percent). Only 6 percent of the unfilled jobs open 15 days or more were in the unskilled occupations.

The survey reveals that almost 55 percent of the professional, technical, and managerial job openings go unfilled for 15 days or more. For this occupational group, the most numerous jobs remaining unfilled were for engineers, teachers and instructors, nurses, and social and welfare workers. In the skilled occupations, those hardest to fill included machinists, tool and die makers, mechanics, repairmen, carpenters, and garment workers.

These jobs go unfilled primarily because of the lack of qualified applicants, according to this survey, which covered local offices in 52 of the Nation's largest metropolitan areas and 26 smaller areas representing every State.

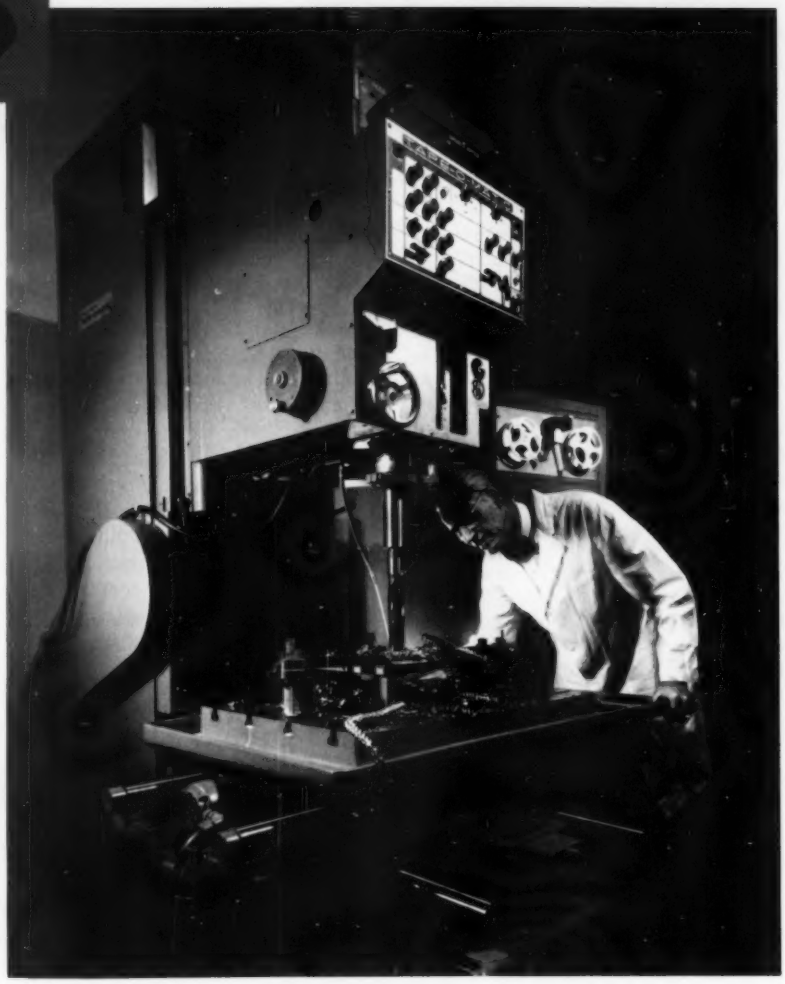
Preliminary estimate.

SHARP UPTREND . . .

Machine Tool Industry

NORMAN MEDVIN

and CARYL HOLIBER



A tape-controlled drilling machine.

The machine tool industry is in one of its historic and recurrent periods of expansion. To ascertain the role of manpower in this industry in the recent past and immediate future, in early May 1964 the U.S. Employment Service and its affiliated State agencies surveyed labor demand and supply conditions in 15 major machine tool centers. These centers are: Bridgeport, Hartford, and New Britain, Conn.; Chicago and Rockford, Ill.; Worcester, Mass.; Detroit, Mich.; Cincinnati and Cleveland, Ohio; Buffalo and Rochester, N.Y.; Providence-Pawtucket, R.I.; Springfield, Vt.; and Fond du Lac and Milwaukee, Wis.

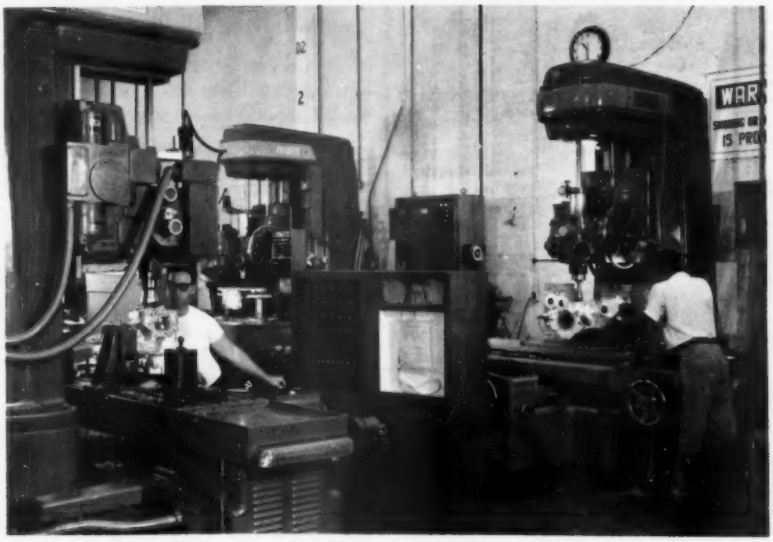
Industry Expanding Since 1958

Activity in the machine tool industry has been on an almost continuous rise since 1958. Shipments of cutting and forming tools are estimated by the Bureau of Census at $1.5 billion in 1963, up 50 percent from the $998 million in 1958. Despite the sharp increase during these years, the industry has still not recovered fully from the severe drop in 1958, when shipments fell to less than half of the $2.2 billion level of the 2 previous years.

Continuing at an accelerated rate, shipments for the first quarter of this year ran 25 percent over the corresponding quarter a year ago, according to the National Machine Tool Builders Association. April 1964 shipments advanced 39 percent over April 1963. If this pace is maintained, in the near future the industry will achieve a $2 billion volume, approaching the boom levels of 1956–57.

Norman Medvin and Caryl Holiber are in the Branch of Skill and Industry Surveys, U.S. Employment Service.

Photos courtesy National Machine Tool Builders' Association.



This tape-controlled jig borer produces gear boxes for jet engines.

This article on manpower developments in the machine tool industry (SIC 3541 and 3542) summarizes Industry Manpower Survey No. 110. Industry surveys provide the public employment service system with labor market information needed to carry out its responsibilities. The study is based on data obtained from an early May 1964 survey conducted by the U.S. Employment Service and its affiliated State agencies in 15 major machine tool centers and on operating data from the USES interarea recruitment and labor market area reporting systems and training programs under the Manpower Development and Training Act of 1962. Supplementary data were obtained from the Bureau of Labor Statistics, the Department of Commerce, and the National Machine Tool Builders Association. Copies of the full report (Industry Manpower Survey No. 110) may be requested from the Branch of Skill and Industry Surveys, U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.

Jobs Rise at a Slower Rate

While employment has also been rising almost steadily since 1958, the increase between 1958 and 1963 totaled 13 percent, against an advance of 39 percent in sales adjusted for price changes.

Machine tool employment moved up 8.7 percent between April 1963 and April 1964. In a BES sample survey of large firms representing one-third of the industry's work force, there were widely ranging rates of increase, and even some declines. Between January and April of this year, the industry added 4,400 workers, a gain of over 3 percent in a short period, despite recently reported recruitment difficulties.

Employers have also been meeting part of their increased labor requirements by lengthening hours of work. Averaging 42.9 hours in April 1963, the workweek for production workers in the metalcutting segment of the machine tool industry had increased by more than a full hour to 44.3 hours in April 1964.

Shortages of highly skilled and well-qualified metalworkers, as well as widespread, but less acute, shortages of semiskilled metalworkers, were reported by 15 major machine tool centers. In 10 of the areas, the shortages of skilled metalworkers were serious. In all 15 areas, however, the reported shortages did not necessarily arise specifically within the machine tool industry, but encompassed a variety of industries utilizing metalworking skills. Most obvious stringencies were for tool and die makers, machinists, and the gamut of skilled machine operators with experience on turret and engine lathes, milling machines, horizontal boring and milling machines, and cylindrical grinders. Moderate shortages or balanced demand and supply of skilled metalworkers were reported for Buffalo, Chicago, Milwaukee, Rochester and Springfield (Vt.).

Shortages of semiskilled metalworkers were general, but some specific occupations were in balance. Most areas reported adequate supplies of unskilled workers for training and semiskilled and skilled metalworking occupations.

TABLE 1.—*Machine Tool Shipments, 1956–1963*

[Millions of dollars]

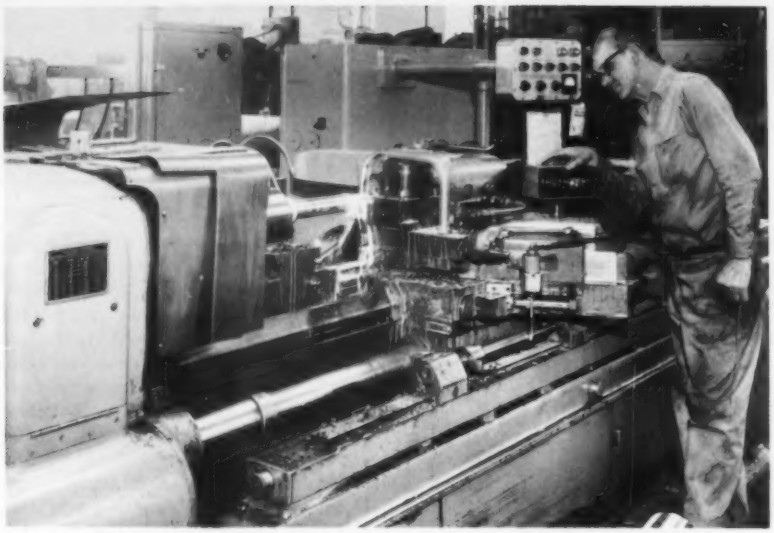
Year	Shipments current dollars	Index of shipments	
		Current dollars	Constant dollars
1956	$2,284	.....	.....
1957	2,232	.....	.....
1958	998	100	100
1959	1,112	111	110
1960	1,266	127	121
1961	1,242	124	116
1962	1,430	143	132
1963	[1] 1,508	151	139

[1] Estimated.

Source: Shipments in current dollars are from the Census of Manufactures. The index of shipments in constant dollars is estimated by applying rhe wholesale price index for the metalworking industries.

Interarea Recruitment One-fourth Below Peak

As of June 1964, the nearly 1,800 hard-to-fill jobs for skilled metalworkers—almost 29 percent more than were being sought the year before—represented more than a third of all skilled job openings placed in interarea recruitment through the network of public employment offices. This was still nearly 12 percent below the number sought in July 1962—the most recent peak. However, the relatively large increase in



A pushbutton-controlled lathe for machining gear shafts.

openings placed in interarea recruitment in the first 6 months of 1964 suggests that added stringencies for these workers may be developing. Interarea recruitment of semiskilled metalworkers reached a peak of 350 in mid-1962, whereas in June 1964 the total was 160, compared with 125 the year earlier.

Mass Layoffs—Possible Recruitment Source

About 3,000 machinists, tool and die makers, and other skilled machine shop workers were among 5,600 skilled and semiskilled workers displaced in plant shutdowns and permanent layoffs reported to the Employment Service between November 1963 and June 1964.

About 40 percent of the skilled metalworkers and 62 percent of the semiskilled metalworker layoffs reported during this 8-month period were in Hartford, Conn.; Boston, Springfield, and Worcester, Mass.; Paterson, N.J.; Portsmouth, N.H.; New York, N.Y.; and Cleveland, Ohio. Layoffs of skilled metalworkers were also significant in Los Angeles and San Diego, Calif., and Milwaukee, Wis. Most of the displaced workers had previously been in ordnance, machinery, aircraft, instrument, and Federal facilities. Although some layoffs occurred in Hartford, Milwaukee, and Worcester, where other job opportunities are available, most of the displaced workers were not in areas experiencing an expansion in employment in the machine tool industry during the past year.

Some of the workers undoubtedly found work soon after their layoff. Nevertheless, the areas in which layoffs occurred represent a possible source of recruitment.

TABLE 2.—*Employment in the Machine Tool Industry, 1958–63 and April 1963–64*

[Thousands]

Year	Total	Cutting tools [1]	Forming and other [2]
1958	116.1	64.7	51.4
1959	119.3	64.8	54.5
1960	129.8	69.5	60.3
1961	122.4	64.1	58.3
1962	127.3	67.4	59.9
1963	131.1	70.3	60.8
April 1963	129.4	69.4	60.0
January 1964	136.3	73.4	62.9
April 1964	140.7	75.5	65.2

[1] Metal cutting (SIC 3541).
[2] Metal forming and metalworking machinery except machine tools (SIC 3542 and 3548).

Source: Bureau of Labor Statistics.

Training

Traditionally, training for metalworkers has been through local vocational schools, apprenticeships, both formal and informal, and on-the-job training programs. Training under the Manpower Development and Training Act of 1962 has focused on occupations in which there is a "reasonable expectation of employment." This linking of occupational training to the requirements of the labor market has led to sizable training programs for skilled and semiskilled metalworking occupations.

Between August 1962 and May 1964, training for more than 10,000 workers in skilled and semiskilled metalworking occupations was approved under the Manpower Development and Training Act—nearly 8 percent of total trainee approvals since the inception of the program (table 3). Eleven of the fifteen areas in the mid-May 1964 survey reported specific programing for skilled and semiskilled metalworkers under the provisions of this act. In two areas where some training had been completed, over 90 percent of the trainees were placed in metalworking jobs.

Some of the reported apprenticeship programs are preparing workers for skilled metalworking occupations. Detroit reported a well-organized program involving 100 employers and nearly 900 apprentices in tool and die making occupations. In Bridgeport, 45 firms had 175 apprentices enrolled in machinist, tool and die making, and patternmaking occupations. In Chicago, a labor union-employer agreement concluded late in 1962 provided for the acceptance of graduates of local Manpower Development and Training Act programs to the second-year apprenticeship level, thus improving the local supply of apprenticed skilled metalworkers.

Similarly, on-the-job training programs were important in at least six of the surveyed areas. However, formal training was primarily in large firms and relatively limited compared with current and anticipated needs. An exception was Springfield, Vt., the only area reporting a balanced

TABLE 3.—*Approved MDTA Projects and Trainees in Metalworking Occupations, August 1962 to May 1964* [1]

Occupation	Projects	Trainees
Total, Metalworking	332	10, 508
Skilled	91	2, 766
Machinists	43	1, 121
Toolmakers, die sinkers, and setters	3	39
Machine shop and related occupations, n.e.c.	45	1, 606
Semiskilled: Machine shop and related occupations, n.e.c.	218	7, 608
Apprentices	23	134
Machinists	15	39
Toolmakers, die sinkers, and setters	8	95

[1] Training in these occupations is generally at the entry level, and it is necessary that workers be given additional training on the job before becoming fully qualified.

Source: State employment security agencies and the Bureau of Apprenticeship and Training.

n.e.c.—Not elsewhere classified.

labor supply and demand for the machine tool industry in mid-May 1964. There, a cooperative training program initiated in high school was concluded through apprenticeship. Other on-the-job training is also conducted by local employers, who have lowered entry requirements in recent years to develop an adequate supply of metalworkers.

Wages No Bar to Recruitment

Average hourly earnings in 1963 of $2.89 in the metalworking portion of the machine tool industry—competitive with other metalworking activities and considerably higher than the average for all durable goods industries—apparently are not inhibiting recruitment (table 4). The hourly earnings increase of 4.2 percent between April 1963 and April 1964 was greater than the increase for durable goods as a whole, reflecting additional overtime hours in machine tools.

Hiring Specifications Contain Rigidities

Some problems of the machine tool industry may be attributed to certain hiring requirements found in many establishments.

Age limitations in hiring (age 45) or in compulsory retirement (age 65) can be particularly restrictive in the machine tool industry where craftsmen are largely in the older age categories. Similarly, a compulsory retirement age reduces a competent and vital labor supply and prevents consideration of 65-plus workers who may be willing to return in an emergency situation.

Insistence on men only is common. While women could probably not be employed on the heavier equipment, they were used during World War II on the lighter accessories and precision tools. In 1946, while still under the influence of wartime patterns, the metalworking machinery industries reported that women constituted 17 percent of their work force. In 1963, this proportion was only 11 percent.

High school graduation appears to be the main educational requirement for hiring, although some firms have relaxed this specification in the current scarcity.

The extent to which nonwhites are employed in this industry is unknown. However several Negroes who had graduated from apprenticeship training in Chicago were hired by firms taking on such workers in skilled jobs for the first time.

TABLE 4.—*Average Hourly Earnings of Production Workers in Selected Industries, 1963–64*

Industry	Average hourly earnings			
	1963	April		Percent change
		1963	1964	
Durable goods	$2. 63	$2. 62	$2. 70	+3. 1
Steam engines and turbines	3. 27	3. 23	3. 33	+3. 1
Special dies, tools, jigs, and fixtures	3. 18	3. 17	3. 36	+6. 0
Machine tools, metal cutting types	2. 89	2. 85	2. 97	+4. 2
Construction and related machinery	2. 79	2. 77	2. 88	+4. 0
Farm machinery and equipment	2. 75	2. 73	2. 84	+4. 0
Machine tool accessories	2. 74	2. 71	2. 83	+4. 4

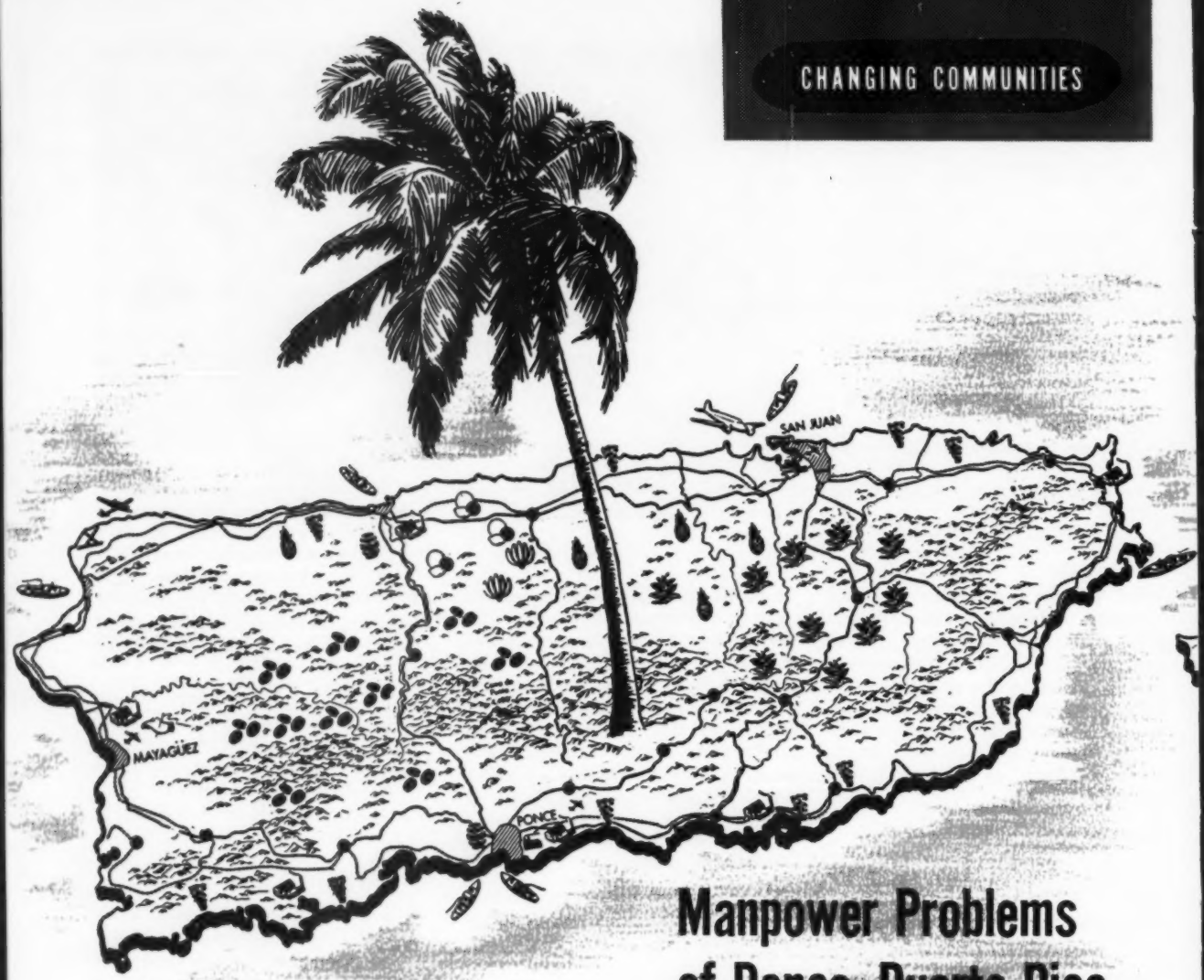
Source: Bureau of Labor Statistics.

Industry Outlook

Business activity for the industry will undoubtedly continue to be brisk for the remainder of the year and probably well into 1965. On the rise throughout 1963, backlogs have also increased fractionally in each of the first 4 months of 1964.

Industry and government sources suggest that 1964 will witness at least a 30-percent rise in sales over 1963. This expansion rate appears already to have been achieved in the first 4 months of this year, projecting from reports by the National Machine Tool Builders Association.

On the basis of currently available data, the industry can achieve a substantial increase in output with some additional recruitment and possible further extension of the workweek.



Manpower Problems of Ponce, Puerto Rico

VERNICE J. HENDON and AVA P. WEBB

Ponce is Puerto Rico's second most important port. Located in the south-central portion of the island, it is also Puerto Rico's second largest metropolitan area, with a population of 145,600 in 1960 and consisting of the central city and 19 "barrios" or townships. Between 1950 and 1960, Ponce's population grew 14.8 percent, compared with a U.S. increase of 18.5 percent. While its labor force increased by 11.3 percent during this period (U.S. labor force growth was 14.9 percent), there was no change in the proportion (42 percent) of persons 14 years old and over who actively participated in the labor force. Because of cultural differences, only 20 percent of Ponce's female population 14 years of age and over were employed or looking for work at the time of the 1960 census, considerably below the 34.5 percent rate of participation in the labor force of all U.S. women.

Coastal plains, valleys, hills, rugged mountains, and lack of rainfall characterize the area. However, irrigation has turned the coastal plains into some of Puerto Rico's most fertile farmlands. The area has four main roads, a small airport, and the port, whose facilities are small and operating costs high for steamship lines. The mountainous terrain im-

Vernice J. Hendon and Ava P. Webb are in the Branch of Area Labor Market Reports, U.S. Employment Service.

Puerto Rico's unemployment has been consistently higher than the U.S. average for a number of years. Its average rate of unemployment in 1963 is estimated at more than double the rate for the United States; reports show rates of approximately 10 percent in mid-1964. Displacement of workers from traditional sources of employment—agriculture and needlework industries—is largely responsible for the Commonwealth's unemployment problems. Despite the introduction of new industries, gains in employment have not been sufficient to offset the growth in the work force.

Of Puerto Rico's 25 labor market areas classified by the Department of Labor, 24 are listed as having substantial and persistent unemployment. Consequently, they are eligible for assistance under the Area Redevelopment Act (1961), the Accelerated Public Works Program (1962), and other Federal programs. The 25th area is San Juan, the capital, currently classified as an area of substantial, but not persistent, unemployment. Special tax incentives, the Commonwealth's Development Corporation, and its Economic Development Administration have also been increasing industrialization and diversification of the economy of Puerto Rico, many of whose areas are emerging from an agrarian economy.

This article is a summary of an Area Redevelopment Report soon to be released for Ponce, a principal city, whose economic situation is illustrative of recent developments in Puerto Rico. An Area Redevelopment Report for Mayaguez, the Commonwealth's third largest city, will also be released in the near future. Full reports for both areas, prepared under cooperative arrangements with the Area Redevelopment Administration of the Department of Commerce, will be available on request to the Branch of Area Labor Market Reports, U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.

pedes transportation between Ponce and San Juan across the island, 76 miles away.

A leading manufacturing, commercial, and tourist center of Puerto Rico, Ponce's economy is moderately diversified. Sugarcane is its leading product, but coffee production has become increasingly significant. Manufacturers' principal products are cement, rum, canned tuna, shoes, hard candies, costume jewelry, and precision instruments.

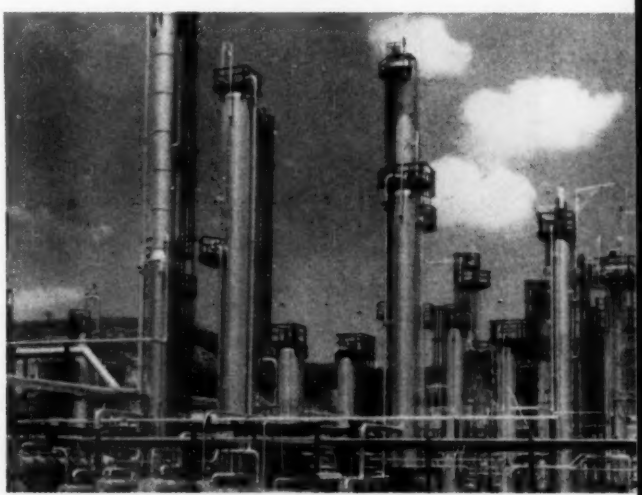
Since the early 1950's, increasing industrialization has brought drastic changes in the area's employment patterns. Agricultural employment declined about 40 percent, while nonfarm employment rose by almost 29 percent. By 1960, manufacturing offered more job opportunities than agriculture, with professional, technical, craftsman, operative and kindred worker employment increases ranging from 24 to 56 percent. However, agricultural activities expanded when government irrigation projects made highly productive farms available. In 1963, an average of 3,900 workers in agriculture constituted about 11 percent of the area's total employment.

Nature of the Unemployment Problem

While Ponce has made rapid social and industrial progress during recent years, unemployment has increased consistently. Despite substantial growth in employment, the number of jobs created has been insufficient to absorb the expanding labor force. For example, between 1960 and 1963, 3,900 persons entered the labor force, while employment grew by only 2,100. Expansions in industry, better living conditions, and higher wages brought workers into Ponce from less-developed surrounding communities. The labor force, totaling 42,300 in 1963, has been augmented by professionals, managers, clerks, and other persons who formerly migrated to find

Sugarcane is Ponce's leading product.

This Commonwealth oil refinery at Ponce is a source of jobs.



work and salaries commensurate with their abilities and training. Hence, in the midst of expanding job opportunities, unemployment has been rising steadily.

The highly seasonal nature of the area's basic sugar industry contributes to unemployment. The "zafra," or sugarcane season, begins about the end of January and lasts until April. After the cutting and grinding of sugar are completed, unemployment rises sharply. It is partially offset, however, by the annual migration of farmworkers to seasonal jobs on the U.S. mainland. Improved techniques and mechanization in both the agricultural and processing phases have also cut employment in the sugarcane industry.

Home needlework shops in the apparel industry—historically the backbone of the goods-producing sector—faded to minor importance during the 1950's as manufacturing plants were built. This shift from the traditional small workshops to modern factories created new jobs with improved working conditions and better wages. However, a majority of workers are unskilled and often lack the educational background to qualify for the newly created factory jobs.

Ponce is a leading Puerto Rican tourist center.

Unemployment also has resulted from the mechanization of port facilities. Bulk loading of sugar, increasing steadily over the past few years, has displaced hundreds of workers.

Consequently, unemployment and underemployment are concentrated among those who formerly lived in rural areas, have little or no education, and lack experience and skills to qualify for available jobs. Although the Commonwealth government tries to provide work through the encouragement of new industries, this is a relatively slow process, as these persons must be trained in techniques of industrial employment.

During the past 4 years, Ponce's unemployment rates have greatly exceeded the U.S. average. In 1963, its 14.9 percent rate was the highest for any of the 150 major labor market areas classified by the Department of Labor.

Therefore, since May 1952, the Ponce area has been classified continuously as an area of substantial unemployment by the Department of Labor. Appearing on the Department's original list of areas of "substantial and persistent unemployment" in May 1960, Ponce was designated as a redevelopment area by the Department of Commerce shortly after the passage of the Area Redevelopment Act of May 1961.

The area around Ponce has both fertile fields and rugged mountains.

Labor Market Developments in 1963

Nonagricultural wage and salary employment reached an alltime high in 1963, despite substantial employment curtailments resulting from a

Annual Average Total Unemployment Rates

Year	Ponce	United States
1960	11.7	5.6
1961	11.6	6.7
1962	13.3	5.6
1963	14.9	5.7

Shoes, candy, and coffee are important to the economy of Ponce.

Photos courtesy Office of the Government of Puerto Rico.

labor-management dispute involving longshoremen on the mainland. Manufacturing industries — particularly apparel and leather, which are dependent upon the flow of raw materials—were greatly hampered during the early part of the year. As a result, factories averaged only 8,300 workers, slightly less than in 1962. Although one plant in the stone-clay-glass industry closed, the industry as a whole remained stable. Food processing gained 100 workers over the year as the new tuna industry expanded.

Nonmanufacturing industries expanded average employment by 700 from 1962 to 17,000 in 1963. Only construction decreased substantially (400), as some projects were completed and new housing (public and private) and public works projects did not get underway until fall. The transportation-communications-utilities industries increased 300 over the year to 2,800, in response to expanding needs of the growing community. A new shopping center increased trade employment by 300 from 1962 to 4,400. Government employment increased by some 500 during 1963, with the acceleration of public works and rural electrification programs and expansion of hospital and other community services.

Prospects for the Future

Newly expanded and recently acquired industries, public works projects, occupational training under the manpower training programs, and other expanded governmental activities are expected to alleviate to some extent the current unemployment situation in the area.

By early 1964, 19 projects for nearly $3,785,000 had been approved for the Ponce area under the Accelerated Public Works Program, providing immediate work for the unemployed and underemployed. The projects included building of a nursing home; water and sewer facilities; construction and improvements of roads, streets, and bridges; and expansion of two hospitals. These added facilities also are conducive to further industrial development of the area.

Improvement of Worker Skills

More than 60 percent of the available labor supply in the Ponce area is male. Approximately half of the job applications on file at local public employment offices are from persons who last worked in skilled or semiskilled occupations. Jobseekers in professional and managerial (4 percent), clerical and sales (16 percent), and service occupations (10 percent) also represent a significant portion of the labor supply, while only about 20 percent are unskilled and entry workers. Some 40 percent of the jobless women are semiskilled and another 40 percent are either unskilled or have some experience in clerical and sales occupations.

Occupational training is necessary to help solve manpower problems arising from the area's transition from an agrarian to a more diversified industrial economy which requires workers with skills. Under the Manpower Development and Training Act of 1962, courses have been approved for 150 unemployed and underemployed workers to acquire skills needed for jobs that are now available or will become available in the future. These training courses are for sewing machine repairman, ornamental ironworker, carpenter and cabinetmaker, cement finisher, diesel and automobile mechanic, garment alterer, practical nurse, auto body repairman and painter, and television repairman.

Training courses for another 201 persons have been approved under the section of the act which provides for on-the-job training programs by private or public agencies and industrial or community groups. This training will be in the occupations of rubber pressmen, refrigeration and air-conditioning mechanic, sand blaster, and hand sewer (moccasins). Apprenticeship programs will be for pipefitter, die setter, and sheet metal worker. Upon completion of these courses, these workers will have enhanced their opportunities for employment and provided to the community skills and services formerly not available.

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More detailed data are provided monthly in EMPLOYMENT SERVICE STATISTICS, available on request to the U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

Table 1.--Selected Local Office Employment Service Activities, July 1964

State	Nonfarm Job Openings		Nonfarm Employer Contacts				New Applications 3/		Counseling Interviews		Placements			
												Nonagricultural		
	Total available openings 1/	Percentage change from year-ago	Employer visits	Percentage change from year-ago 3/	Promotional telephone contact	Percentage change from year-ago 3/	Total	Percentage change from year-ago	Total	Percentage change from year-ago 3/	Total agricultural	Total	Percentage change from year ago	Short-time
Total	949118	0.6	95475	-19.5	141890	-20.3	896339	-3.4	135957	-4.1	1,141,962	548573	-4.2	179481
Alabama	14729	-9.0	1,962	-28.2	823	-29.1	11690	-8.7	962	-32.9	3562	9114	-14.1	2368
Alaska	2040	11.5	323	-3.6	459	.2	1727	-3.5	248	-.4	466	1,050	-5.7	172
Arizona	12591	-6.6	1,337	-30.7	3838	-37.4	10061	-8.8	1408	49.2	76001	8423	-15.1	2243
Arkansas	11964	1.7	1177	-20.7	1159	-14.3	12336	-7.3	2051	3.7	19420	9806	1.3	3834
California	124309	2.2	12806	-21.9	6847	-30.1	148535	2.5	12685	-3.6	40950	75229	.5	35051
Colorado	12618	-3.8	1,815	-11.7	2015	-24.3	10965	-2.9	631	10.1	10355	8744	1.3	3401
Connecticut	14,312	-7.3	1074	-16.2	1,956	-14.8	14854	-7.1	2517	-8.0	3523	6987	-17.6	1746
Delaware	1,260	-14.7	225	-24.5	77	14.9	1233	-4.5	564	20.9	798	433	-22.5	96
Dist. of Col	11,225	8.5	835	2.1	2048	-5.8	5664	-18.5	2883	25.9	0	4,323	6.3	1,156
Florida	30,011	-1.8	2300	-16.0	934	-27.5	20533	-.9	2610	93.9	1057	19113	-11.0	4376
Georgia	20,722	.7	853	-55.8	631	-29.6	17507	-12.0	2686	.8	3588	12782	-5.2	2176
Guam	1,953	33.5	0	--	12	--	106	-21.5	0	--	0	46	-42.5	0
Hawaii	2721	-13.6	192	-43.5	78	6.8	3224	-13.2	290	-36.5	430	1,482	-18.0	54
Idaho	4,887	17.1	629	-11.0	103	-31.3	3783	-.3	304	-38.8	31,793	3423	8.6	1,245
Illinois	33456	7.1	2844	-17.9	19605	.9	32040	-11.6	5429	-16.3	17453	16970	-8.6	4188
Indiana	20117	12.1	2497	-39.2	1,608	-38.7	21239	-11	2067	-5.5	6,786	9457	2.7	2118
Iowa	10503	1.7	2024	-6.9	4117	3.8	8601	4.5	1361	-7.9	9463	7,034	-2.4	2732
Kansas	11491	2.0	1611	-20.3	1394	-14.6	8048	2.9	1384	4.7	1590	6779	-3.5	2920
Kentucky	8123	-4.9	439	-60.7	334	-81.5	12561	-.2	2199	-22.2	5060	4316	-29.7	1165
Louisiana	11145	9.8	1019	-27.6	882	-42.7	11055	-9.1	1495	-4.4	4,912	7,236	2.2	2554
Maine	9859	-6.0	576	-9.4	425	-38.2	4199	26.4	630	-7.8	1451	2654	-16.3	163
Maryland	14431	9.0	1401	7.1	2021	-17.9	12195	-12	2008	12.9	34624	8935	11.2	1306
Massachusetts	26250	-6.5	3578	12.3	10011	-18.6	24992	-3.0	4818	25.1	10426	13609	-1.8	2087
Michigan	26693	15.6	1156	-47.7	3676	-23.4	49992	1	5172	-5.4	28799	14796	-2.0	4105
Minnesota	14135	13.7	2151	13.2	2701	5.5.9	14798	1.0	1268	12.6	6360	8047	-3.2	2343
Mississippi	12272	-3.4	1776	-13.5	1971	-2.5	11105	-1.5	2284	4.7	191653	8370	-9.6	2130
Missouri	15969	-9.5	2263	6.7	900	-50.8	17101	-15.3	2884	-9.3	14951	7,406	-23.8	2296
Montana	4773	14.8	1484	-7.3	1186	-42.4	4363	-4.9	1186	-15.7	6082	3461	1.6	940
Nebraska	5880	-5.8	1217	-55.3	1015	-70.7	3863	-24.8	650	-41.0	8783	3896	-20.6	1603
Nevada	4886	-1.9	595	-5.3	154	-55.0	4094	-8.4	518	14.6	1721	3312	-1.0	1356
New Hampshire	4566	1.5	361	-7.4	396	-29.5	3242	-7.2	430	4.4	416	1518	-22.2	24
New Jersey	31045	9.1	2895	4.95	4094	-32.1	28631	-1.6	3243	6.6	32224	14014	9.9	3307
New Mexico	4314	-13.4	855	-1.4	498	-1.6	4840	-3.1	666	-5.0	1928	3173	-20.5	1660
New York	116504	-.1	6628	-18.3	33338	-13.9	77997	2.3	18835	7.0	31279	69409	1.2	26832
North Carolina	20312	-2.7	1382	-28.5	1978	-24.3	18226	-5.0	2098	-22.1	101635	11580	-7.8	1417
North Dakota	4850	.5	398	-22.6	339	-28.2	2512	15.4	286	37.5	2792	3140	2.7	1025
Ohio	31088	-2.8	2873	-47.0	2863	-52.9	39859	-12.4	5730	-20.7	24463	17219	-9.4	7592
Oklahoma	19323	6.9	2097	-26.9	1110	-24.7	12472	3.0	3311	34.2	7830	15265	6.6	9159
Oregon	10117	-2.2	2145	-9.6	1904	-22.2	11462	2.5	1691	-17.4	87990	6692	-14.1	1818
Pennsylvania	37458	3.0	6326	-24.2	8424	-18.6	42700	-3.4	10209	-23.5	82972	22084	-4.8	5317
Puerto Rico	4390	-7.5	448	-37.1	570	-41.0	14699	-22.3	1917	1.9	142	3012	-10.6	196
Rhode Island	4827	0	931	3.0	1719	-10.1	3847	-5.6	977	13.6	1	2244	-16.1	447
South Carolina	9067	-31.3	352	-42.8	354	31.6	9163	3.7	1264	28.3	9989	5541	-33.1	1040
South Dakota	4830	-4.3	498	-4.4	167	-48.6	2194	-6.0	263	-9.3	1803	2130	-11.7	925
Tennessee	14564	-5.9	1938	12.5	683	-50.1	12540	-7.9	1367	-32.6	125170	9933	-7.9	1806
Texas	60634	8.7	7218	-6.8	5727	-.3	56025	-3.5	9515	-13.6	53426	42741	14.8	17299
Utah	4724	-7.7	966	27.9	355	31.0	4668	10.2	668	7.9	8563	3297	-8.9	847
Vermont	2517	-13.7	120	-51.2	18	--	1533	-9.9	216	75.6	128	1006	-32.8	139
Virginia	18857	-1.8	1000	-17.4	661	-36.3	11052	-1.6	3086	16.1	15390	9190	-4.7	1800
Virgin Islands	2918	64.5	39	--	38	--	309	33.8	63	-46.6	0	148	43.7	0
Washington	16605	-5.0	1605	-26.4	1912	-12.0	17259	-8.0	1742	-9.1	71212	7219	-.1	3031
West Virginia	3782	-26.4	447	-49.3	514	-47.0	6078	5.6	1229	-21.8	1541	2310	-42.5	621
Wisconsin	23833	-6.4	1739	-37.0	907	-55.6	11767	-8.2	1803	-15.8	7771	7029	-35.2	759
Wyoming	2468	6.1	462	-26.3	341	-14.3	1300	-10.0	156	-26.1	1660	1446	-1.6	503

1/ Opening on hand at the beginning of month plus openings received during the month.
2/ Should not be interpreted as a measure of the total number of new job applications at Employment Service offices, since there are some types of applicants for whom written applications are not taken.
3/ Not computed if State volume for either period was under 50.

Table 2.--Nonagricultural Placements, by Special Applicant Groups
July 1964

State	Total	Women	Persons under 22 years	Persons 45 years and over	Veterans 1/	Handicapped
Total	548573	232952	168339	103642	79045	21106
Alabama	9114	3849	2971	1354	806	178
Alaska	1050	436	381	129	166	25
Arizona	8423	3391	3035	1152	1211	337
Arkansas	9806	3448	3239	1723	1467	461
California	75229	33278	26950	15721	12063	1712
Colorado	8744	2664	2861	1271	1860	275
Connecticut	6987	3066	2511	993	801	334
Delaware	433	168	111	79	51	10
Dist. of Col.	4323	2038	1558	609	529	158
Florida	19113	8760	5116	3600	2978	618
Georgia	12782	4939	3298	1689	1406	357
Guam	46	6	15	4	0	0
Hawaii	1482	873	801	137	89	63
Idaho	3423	1193	1667	468	483	105
Illinois	16970	5928	4983	2658	3213	495
Indiana	9457	3775	3978	1211	1134	407
Iowa	7034	2036	2653	1250	1593	409
Kansas	6779	2062	2143	1301	1261	289
Kentucky	4316	1614	1577	670	547	143
Louisiana	7236	2759	1680	1451	1254	232
Maine	2654	1246	1086	546	201	48
Maryland	8935	4560	2186	1773	974	110
Massachusetts	13609	6492	4501	2153	1421	275
Michigan	14796	5039	5119	2330	2161	864
Minnesota	8047	2941	3261	1533	1629	409
Mississippi	8370	3498	2552	1174	800	233
Missouri	7406	2714	2554	1197	1200	351
Montana	3461	955	1303	572	689	153
Nebraska	3896	907	1449	792	859	318
Nevada	3312	1268	775	815	785	80
New Hampshire	1518	732	665	177	147	61
New Jersey	14014	7849	4156	2531	1037	392
New Mexico	3173	962	802	522	536	96
New York	69409	40044	15225	18460	7097	3026
North Carolina	11580	5613	3572	1361	1160	337
North Dakota	3140	927	1241	315	557	153
Ohio	17219	5221	4661	3964	3581	811
Oklahoma	15265	3965	3409	3846	3815	1218
Oregon	6692	2273	2692	1094	1114	238
Pennsylvania	22084	10451	7795	4041	2301	1321
Puerto Rico	3012	1492	847	177	103	47
Rhode Island	2244	1245	858	418	197	126
South Carolina	5541	2845	1700	903	537	161
South Dakota	2130	515	736	389	498	75
Tennessee	9933	4845	2953	1393	1205	338
Texas	42741	15762	9832	8759	7495	2069
Utah	3297	1173	1024	572	668	193
Vermont	1006	362	439	114	121	48
Virginia	9190	4105	2622	1203	707	238
Virgin Islands	148	68	60	15	1	0
Washington	7219	2066	2499	1286	1340	336
West Virginia	2310	1051	818	366	271	107
Wisconsin	7029	3042	2870	1160	652	227
Wyoming	1446	441	549	221	274	39

1/ Includes veterans of all wars.

Table 3.-- Nonagricultural Placements, by Industry Division, July 1964

STATE	INDUSTRY DIVISION						
	TOTAL	CONSTRUC-TION	MANUFAC-TURING	WHOLESALE AND RETAIL TRADE	SERVICE		ALL OTHER 1/
					TOTAL	DOMESTIC	
TOTAL	548,573	38,624	121,679	121,820	207,128	113,816	59,322
ALABAMA	9,114	1,231	1,848	2,231	3,264	2,345	540
ALASKA	1,050	40	256	129	284	143	341
ARIZONA	8,423	464	723	2,150	4,020	2,484	1,066
ARKANSAS	9,806	1,195	2,182	2,401	3,111	1,834	917
CALIFORNIA	75,229	2,001	9,954	15,039	34,437	18,102	13,798
COLORADO	8,744	831	1,053	2,507	2,761	1,267	1,592
CONNECTICUT	6,987	439	1,884	1,890	2,291	1,421	483
DELAWARE	433	50	95	119	138	83	31
DIST OF COL	4,323	49	55	868	2,089	1,581	1,262
FLORIDA	19,113	2,185	2,305	5,278	7,758	4,324	1,587
GEORGIA	12,782	1,801	3,558	2,765	4,015	2,955	643
GUAM	46	30	8	5	2		1
HAWAII	1,482	129	659	263	291	62	140
IDAHO	3,423	222	590	754	1,356	882	501
ILLINOIS	16,970	349	6,411	4,041	5,048	1,565	1,121
INDIANA	9,457	489	2,984	2,194	3,158	1,770	632
IOWA	7,034	810	1,412	1,970	1,937	826	905
KANSAS	6,779	879	913	1,632	2,088	1,257	1,267
KENTUCKY	4,316	245	1,031	860	1,613	722	567
LOUISIANA	7,236	949	890	2,092	2,369	1,562	936
MAINE	2,654	269	1,175	517	597	167	96
MARYLAND	8,935	834	3,574	1,207	2,772	1,670	548
MASSACHUSETTS	13,609	686	4,070	3,160	5,177	1,345	516
MICHIGAN	14,796	927	4,532	3,592	4,884	2,059	861
MINNESOTA	8,047	415	2,654	1,816	1,995	889	1,167
MISSISSIPPI	8,370	790	2,614	1,593	2,813	2,043	560
MISSOURI	7,406	313	2,315	2,167	1,897	915	714
MONTANA	3,461	394	421	910	1,147	429	589
NEBRASKA	3,896	600	670	1,014	910	443	702
NEVADA	3,312	151	119	828	1,601	729	613
NEW HAMPSHIRE	1,518	74	625	265	468	55	86
NEW JERSEY	14,014	435	3,716	2,505	6,766	3,771	592
NEW MEXICO	3,173	334	198	832	1,381	906	428
NEW YORK	69,409	1,652	14,399	11,149	36,960	20,878	5,249
NORTH CAROLINA	11,580	1,580	4,154	2,465	2,578	1,697	803
NORTH DAKOTA	3,140	426	165	790	934	359	825
OHIO	17,219	1,490	4,010	4,880	5,616	3,044	1,223
OKLAHOMA	15,265	1,639	1,606	4,021	5,876	3,477	2,123
OREGON	6,692	347	1,804	1,486	2,210	1,293	845
PENNSYLVANIA	22,084	1,262	7,647	4,400	7,703	3,407	1,072
PUERTO RICO	3,012	343	1,535	378	389	205	367
RHODE ISLAND	2,244	99	1,043	359	654	423	89
SOUTH CAROLINA	5,541	678	1,594	815	2,149	1,720	305
SOUTH DAKOTA	2,130	354	246	580	617	355	333
TENNESSEE	9,933	873	3,312	2,255	2,879	1,966	614
TEXAS	42,741	4,770	6,421	12,205	14,856	9,535	4,489
UTAH	3,297	231	573	916	820	346	757
VERMONT	1,006	149	194	272	332	124	59
VIRGINIA	9,190	1,296	2,066	1,878	3,112	1,999	838
VIRGIN ISLANDS	148	51	28	23	34	20	12
WASHINGTON	7,219	258	1,207	1,319	2,170	1,036	2,265
WEST VIRGINIA	2,310	155	525	573	810	466	247
WISCONSIN	7,029	155	3,592	1,110	1,408	603	764
WYOMING	1,446	206	64	352	583	257	241

1/ Includes forestry and fishing; mining; transportation, communication, and other public utilities; finance, insurance, and real estate; government; establishments not elsewhere classified.

Table 5.--Status of Trainees in MDTA Institutional Projects Through May 1964 1/

State	Number Trainees Completing Courses 2/	Number Trainees Obtaining Employment 2/	Percent Obtaining Employment of Those Completing Training 2/	Number Employed in Training-Related Jobs 2/	Number Trainees Placed in Jobs by Employment Service	Percent Trainees Placed by Employment Service of Those Obtaining Employment	Percent Terminated of Enrolled
TOTAL	44,625	32,565	73.0	28,871	21,696	66.6	26.5
Alabama	585	369	63.1	336	249	67.5	27.6
Alaska	146	122	83.6	111	81	66.4	25.9
Arizona	290	270	93.1	261	188	69.6	31.1
Arkansas	380	279	81.1	271	85	30.5	12.3
California	4,676	3,289	70.3	2,949	2,015	61.3	24.4
Colorado	131	106	80.9	92	40	37.7	21.1
Connecticut	2,129	1,697	79.7	1,459	1,325	78.1	25.0
Delaware	86	78	90.7	70	65	83.3	19.6
Dist. of Columbia	538	356	66.2	294	156	43.8	30.2
Florida	655	412	62.9	386	253	61.4	25.1
Georgia	198	158	79.8	141	92	58.2	38.3
Hawaii	237	217	91.6	209	202	93.1	16.8
Idaho	27	21	77.8	20	15	71.4	27.0
Illinois	3,417	2,413	70.6	2,282	1,915	79.3	34.6
Indiana	872	582	66.7	472	310	53.3	33.6
Iowa	471	372	79.0	343	276	74.2	14.8
Kansas	437	338	77.3	315	265	78.4	26.4
Kentucky	716	569	79.5	497	333	58.5	33.2
Louisiana	-	-	-	-	-	-	-
Maine	988	785	79.5	733	720	917	16.8
Maryland	235	177	75.3	158	99	55.9	42.4
Massachusetts	1,303	924	70.9	794	553	59.8	35.6
Michigan	2,443	1,957	80.1	1,709	1,359	69.4	14.0
Minnesota	419	284	67.7	256	204	72.1	31.6
Mississippi	52	44	84.6	40	31	70.4	30.7
Missouri	1,489	1,095	73.5	988	850	77.6	23.5
Montana	238	212	89.1	194	121	57.1	10.8
Nebraska	189	140	74.1	136	75	53.6	29.7
Nevada	359	237	66.0	222	168	70.9	30.2
New Hampshire	596	484	81.2	444	424	87.6	20.1
New Jersey	1,433	949	66.2	848	618	65.1	25.0
New Mexico	351	311	88.6	303	216	69.5	19.9
New York	3,578	2,596	72.6	2,317	1,726	66.5	27.3
North Carolina	646	494	76.5	466	423	85.6	21.0
North Dakota	108	80	74.1	74	56	70.0	22.3
Ohio	2,083	1,550	74.4	1,259	995	64.2	23.2
Oklahoma	753	601	80.0	470	310	51.6	28.1
Oregon	463	361	78.0	331	207	57.3	23.7
Pennsylvania 3/	2,480	1,700	69.5	1,373	950	55.9	34.7
Puerto Rico	1,457	980	67.3	886	487	49.7	21.7
Rhode Island	260	211	81.2	177	103	48.8	36.9
South Carolina	224	193	86.2	169	134	69.4	30.4
South Dakota	25	22	88.0	22	15	68.2	45.6
Tennessee	590	441	74.7	374	243	55.1	32.4
Texas	1,656	1,201	72.5	1,064	821	60.0	19.8
Utah	415	275	66.3	262	55	20.0	19.2
Vermont	216	160	74.1	137	66	41.2	27.3
Virginia	785	499	63.7	448	307	61.5	24.9
Virgin Islands	17	17	100.0	17	17	100.0	-
Washington	1,669	1,148	68.8	976	863	75.2	18.8
West Virginia	343	206	60.1	191	166	80.6	29.3
Wisconsin	688	522	75.9	472	400	76.6	31.6
Wyoming	83	61	73.5	53	49	80.3	21.7

1/ Based on Reports Received through August 1, 1964.
2/ Data includes 1,600 persons leaving training to take training-related jobs prior to conclusion of course.
3/ Includes estimate for terminations to obtain training related jobs.

Table 6.--Status of MDTA Institutional and ARA Training Programs Through July 1964 1/

	MDTA Institutional Program				ARA Program 2/			
	Approved July 1964	Projects Cumulative	Approved July 1964	Trainees Cumulative	Approved July 1964	Projects Cumulative	Approved July 1964	Trainees Cumulative
TOTAL	196	3,590	19,578	190,880	23	770	1,084	35,192
Alabama	-	33	-	6,014	-	11	-	1,059
Alaska	-	13	-	1,657	-	8	-	225
Arizona	2	28	470	1,769	-	4	-	215
Arkansas	-	43	-	1,145	-	28	-	1,088
California	23	261	2,509	15,247	-	1	-	24
Colorado	7	45	425	1,704	-	6	-	116
Connecticut	2	105	638	7,934	-	13	-	1,097
Delaware	-	8	-	491	-	-	-	-
Dist. of Columbia	-	28	-	2,090	-	-	-	-
Florida	10	73	1,191	4,654	-	2	-	107
Georgia	1	34	46	3,557	-	5	-	493
Hawaii	1	15	48	616	-	5	-	117
Idaho	1	11	95	297	-	4	-	47
Illinois	6	161	287	11,686	-	26	-	1,552
Indiana	7	72	978	3,946	-	5	-	522
Iowa	2	48	70	1,694	1	2	40	60
Kansas	2	46	31	1,544	-	4	-	58
Kentucky	-	124	-	6,448	-	47	-	1,489
Louisiana	-	-	-	-	-	1	-	30
Maine	-	66	-	3,417	4	27	204	839
Maryland	2	26	1,000	2,123	-	9	-	511
Massachusetts	7	158	720	5,955	-	20	-	492
Michigan	24	187	2,595	9,036	6	60	344	3,813
Minnesota	3	54	176	1,541	-	11	-	1,237
Mississippi	-	5	-	2,205	-	-	-	-
Missouri	4	120	100	4,931	-	8	-	490
Montana	2	36	62	769	1	19	20	707
Nebraska	1	32	20	1,282	-	-	-	-
Nevada	-	36	-	1,689	-	5	-	265
New Hampshire	-	28	-	1,411	-	-	-	-
New Jersey	7	139	126	4,746	-	27	-	1,576
New Mexico	-	27	-	909	2	20	40	982
New York	12	196	2,448	15,715	1	4	140	280
North Carolina	4	74	135	2,090	1	46	15	1,047
North Dakota	1	43	50	667	1	16	10	347
Ohio	2	179	550	7,491	-	33	-	984
Oklahoma	-	47	-	5,091	-	48	-	2,283
Oregon	2	46	562	2,334	-	2	-	85
Pennsylvania	17	196	818	8,652	2	52	88	2,983
Puerto Rico	-	185	-	4,262	-	10	-	590
Rhode Island	4	33	124	783	1	13	120	1,108
South Carolina	-	19	-	5,496	-	4	-	407
South Dakota	3	15	5	276	-	11	-	290
Tennessee	-	77	-	3,820	1	27	33	781
Texas	7	129	646	5,297	-	28	-	567
Utah	4	30	85	861	-	-	-	-
Vermont	-	28	-	772	-	1	-	20
Virginia	4	49	225	2,903	-	1	-	96
Virgin Islands	2	21	20	416	-	-	-	-
Washington	6	51	328	4,140	-	8	-	300
West Virginia	1	34	335	3,602	2	46	30	2,914
Wisconsin	13	67	1,660	3,438	-	39	-	855
Wyoming	-	9	-	267	-	2	-	24
American Samoa	-	-	-	-	-	1	-	20

1/ Monthly data increase unless otherwise noted.
2/ Includes institutional and on-the-job projects.

Table 7.--Status of ARA Trainees, Second Quarter 1964
Cumulative November 1961 Through June 1964

State	Second Quarter 1964					Cumulative November 1961 - June 30, 1964								
	Approved					Approved								
	Projects	Trainees	Enrolled	Completed	Employed	Projects	Trainees	Enrolled	Terminated	Completed	Total	Training Related	Employed as percent of completed	No. Trainees placed in jobs by Employment Service
TOTAL	123*	5,012*	3,572*	3,520	2,578	747*	34,108*	27,225*	4,096	20,732	15,544	14,040	75.0	9,945
Alabama	4	161	152	79	49	11	1,059	764	125	556	278	249	51.9	235
Alaska	1	20	34	18	13	8	225	189	38	123	97	93	78.9	61
Arizona	0	0	27	18	2	4	215	232	80	133	34	33	25.6	20
Arkansas	2*	65*	1	403	396	28*	1,088*	1,058	193	865	749	728	86.6	102
California	0	0	1	0	0	1	24	24	12	12	12	10	100.0	3
Colorado	1	15	15	0	0	6	116	118	19	85	65	36	76.5	14
Connecticut	2	60	0	0	0	13	1,097	707	169	525	416	386	79.2	120
Delaware	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Dist. of Columbia	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Florida	0	0	0	0	0	2	107	103	4	99	86	83	86.9	79
Georgia	2*	175*	0	0	0	5*	493*	296	27	269	247	236	91.8	216
Hawaii	1	25	38	13	13	5	117	94	1	56	49	47	87.5	24
Idaho	0	0	0	0	0	4	47	47	3	29	18	18	62.1	9
Illinois	1	36	271	118	69	26	1,552	1,011	147	704	481	455	68.3	391
Indiana	0	0	0	0	2	5	522	478	63	415	304	292	73.3	260
Iowa	0	0	0	0	0	1	20	20	0	20	20	18	100.0	18
Kansas	0	0	0	0	0	4	58	58	2	56	44	43	78.6	26
Kentucky	2	58	174	153	91	47	1,489	1,421	130	1,143	855	769	74.8	565
Louisiana	1	30	33	0	0	1	30	33	15	0	0	0	0	0
Maine	7	141	0	11	14	23	635	334	46	288	273	262	94.8	261
Maryland	0	0	35	54	20	9	511	468	92	376	267	248	71.0	125
Massachusetts	1	32	57	40	39	20	492	457	79	349	286	259	81.9	96
Michigan	11	875	862	583	425	54	3,469	2,885	235	2,040	1,526	1,314	74.8	1,102
Minnesota	1	40	0	25	5	11	1,237	1,117	112	1,005	684	614	68.1	525
Mississippi	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Missouri	2	65	96	0	0	8	490	322	47	184	120	97	65.2	69
Montana	1	20	114	105	102	18	687	656	86	526	506	486	96.2	406
Nebraska	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Nevada	1	15	47	58	47	5	265	169	22	133	122	120	91.7	111
New Hampshire	-	-	-	-	-	-	-	-	-	-	-	-	-	-
New Jersey	2	106	186	250	232	27	1,576	1,336	231	1,075	763	693	71.0	636
New Mexico	4	160	132	111	114	18	942	734	110	606	516	488	85.1	338
New York	0	0	0	14	10	3	140	114	15	99	70	63	70.7	34
North Carolina	7	115	159	184	128	45	1,032	855	181	572	449	398	78.5	326
North Dakota	2	25	31	33	31	15	337	224	27	172	129	120	75.0	78
Ohio	15*	465*	38	95	72	33*	984*	564*	70	464	337	303	72.6	218
Oklahoma	3	267	376	194	165	48	2,283	2,135	416	1,422	1,181	1,068	83.1	695
Oregon	0	0	18	0	0	2	85	67	0	49	48	23	98.0	26
Pennsylvania	11*	676*	303	251	133	50*	2,895*	2,227*	443	1,604	999	856	62.3	804
Puerto Rico	5	250	0	11	13	10	590	329	86	243	133	123	54.7	106
Rhode Island	6	197	66	20	20	12	988	822	155	613	458	352	74.7	167
South Carolina	1*	350*	0	0	0	4*	407*	57	12	45	38	24	84.4	13
South Dakota	3	73	51	70	70	11	290	221	16	157	157	157	100.0	3
Tennessee	6	126	53	186	139	27	781	692	98	454	313	253	68.9	93
Texas	6*	159*	30	45	45	27*	534*	416	69	317	244	216	77.0	113
Utah	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Vermont	1	20	0	0	0	1	20	0	0	0	0	0	0	0
Virginia	0	0	0	0	0	1	96	98	5	93	64	60	68.8	64
Virgin Islands	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Washington	2	50	74	101	65	8	300	277	31	231	176	165	76.1	145
West Virginia	3*	47*	50	70	54	44*	2,884*	2,241	297	1,899	1,463	1,353	77.0	845
Wisconsin	3	69	37	207		39	855	723	87	606	447	409	73.8	383
Wyoming	2*	24	12	0	0	2*	24	12	0	0	0	0	0	0
American Samoa	0	0	0	0	0	1	20	20	0	20	20	20	100.0	20

* Includes OJT training
NOTE: Cumulative data revised

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Handicapped American of the Year

Jerry J. Walsh, a victim of rheumatoid arthritis, was named Handicapped American of the Year for 1963 by the President's Committee on Employment of the Handicapped. He received the award from President Johnson at the annual meeting of the Committee in Washington last spring.

The award is a mahogany-and-silver shield made for the President's Committee by the Institute for the Crippled and Disabled in New York City. It is presented each year to a person who has surmounted his or her own handicap to become a useful American citizen and who has helped encourage, inspire, or facilitate employment of other handicapped persons.

Jerry had played baseball, basketball, and football during high school in his hometown of Columbus, Ohio, and had been promised a tryout with the Boston Red Sox after he finished college. Instead, he was struck down by the crippling disease at the age of 18 and was bedridden for 7 years. Now at 41, he is a special educational consultant with the Arthritis and Rheumatism Foundation in New York City.

Jerry first noticed a stiffness in his legs during his freshman year at college. However, before he could finish the year he had to return home to help his widowed mother. One day while making a throw during a baseball game he collapsed. The cause was later diagnosed by physicians as rheumatoid arthritis.

Although he spent the next 7 years in bed, he did not let it get him down. In 1947 he entered the Mayo Clinic and underwent two successful operations. Now with steel cups in his hips, he can get about with a crutch and a cane.

While bedridden in Columbus, Jerry Walsh established an organization called Courage, Incorporated. Dedicated to promoting courage, confidence, and cooperation among handicapped people, it has helped hundreds to earn their first paycheck even from their beds. In the 10 years Mr. Walsh was its director, the organization put more than 500 handicapped persons back on the job in Columbus. He also ran a greeting card business from his bed, with 15 handicapped persons on his payroll. In addition, he was a volunteer worker for the Columbus chapter of the Arthritis and Rheumatism Foundation.

In 1961 he was named executive director of the Illinois Arthritis and Rheumatism Foundation where he was successful in getting many community chapters started.

In January 1963, Mr. Walsh was the foundation's leading witness before a Special Senate Committee on Aging, recounting his personal experiences relating to purchases of remedies he thought might give relief. His testimony helped to pave the way for legislation to prevent false advertising of medical devices and products for the cure of arthritis.

Since his testimony, Mr. Walsh has traveled more than 63,000 miles, appearing in over 69 cities to make the plight of this Nation's arthritis sufferers known to the public and to get additional research started to find the cause and—perhaps some day—a cure for the disease. He has appeared on radio and television and before management, labor, civic, community service, and women's groups, and at forums on arthritis.

Mr. Walsh is married and the father of two children.

President Johnson congratulates Jerry Walsh and his family.

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